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ABSTRACT

This training guide is designed to provide communities with the information they will need to hold a substance abuse policy conference and to implement and evaluate the developed policy. The introduction provides background information on the Drug Enforcement Administration's 1976 conference on School Policy Development, and lists the 15 components that conference identified as elements of a comprehensive substance abuse policy, e.g., due process issues, illegal drug activity, suspension and expulsion policies. General findings from 20 pilot conferences are presented and discussed. Section one contains the Coordinator's Guide which describes main issues to examine before holding a conference. The second section is a Policy and Procedures Guide which contains responses of the 20 pilot conferences to the 15 policy and procedures guidelines identified by the original conference. Models or synthesized examples of policy statements and procedures are also presented. Section three is a Process Guide which includes step-by-step suggestions for the process involved in holding a conference, recommended conference format, and suggestions for implementing, communicating, and evaluating the developed policy. A sample parent and student survey questionnaire and introductory letter are also included. (JAC)

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SCHOOL DRUG ABUSE POLICY DEVELOPMENT GUIDE: FOR SCHOOL AND COMMUNITY OFFICIALS

1981

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INTRODUCTION

BACKGROUND AND CONFERENCE RATIONALE

At the Drug Enforcement Administration's Airlie House Conference on School Policy Development in 1976, educators, law enforcement and criminal justice personnel, and health professionals from across the country worked to separate and identify the core issues of a school substance abuse policy. They concluded that 15 components comprised the essential elements of a comprehensive policy. (See the School Drug Abuse Policy Guidelines Handbook for a description of the conference findings.) In abbreviated form, the identified components are as follows:

- Reporting and Handling of Illegal Drug Activity;
- Due Process Issues;
- Suspension and Expulsion Policies;
- Non-compliance by School Personnel;
- School Drug Education Curriculum;
- In-service Training for Teachers;
- Student Roles in Policy Development;
- Confidentiality Restrictions;
- Procedures for Medical Emergencies;
- Referral Procedures for Drug Abuse Cases;
- Procedures for Working with Non-school Agencies;
- Procedures for School Personnel and Law Enforcement Personnel;
- Procedures for Communicating Policies;
- Role of Advisory Council in Drug Abuse Policy Development; and
- Procedures for Periodic Policy Review.

Using these components as a testing ground, the Drug Enforcement Administration's Preventive Programs Section sponsored a series of 20 pilot school substance abuse policy development conferences in school districts throughout the country. The project had two major goals: (1) to determine which of the guidelines devised at Airlie House were perceived by conference participants as most useful in policy development, which were least often addressed, and which were in need of revision; and (2) to explore the theory that substance abuse policy, if it is formed rationally before crisis occurs rather than as a hurried response to an urgent situation, can itself be a viable preventive measure.

Because student substance abuse is both a community and a school concern, it is neither in a school district's interests nor in its capacity to solve the problem alone. When schools try to form policy in isolation, they not only deny themselves the resources which are available in the community, they also become vulnerable to criticism if the policy does not operate efficiently. On the other hand, when schools attempt to operate without a substance abuse policy, they again become vulnerable to criticism for avoiding or reacting inconsistently to the issue of youthful substance abuse. A conference which brings together the different community concerns and firmly establishes substance abuse as a community problem requiring a community solution offers an effective and highly rewarding method of developing a comprehensive and functional substance abuse policy.

By involving all segments of the community (i.e. parents, students, law enforcement officers, religious leaders, social service providers, city officials, as well as school district representatives), the conference process attempts to solve two major difficulties of school substance abuse policy development: the first, as previously mentioned is the isolation problem with its inevitable resulting dissension and conflict; the second involves the perils of crisis decision-making. If policy on student substance abuse is left ambiguous or unstated, a crisis situation will likely set policy precedent and the crisis solution will be repeated thereafter even if it is not the best

response to the situation. Only a clearly delineated policy which everyone understands and on which everyone (including students) can rely will circumvent the risk of setting unwise or inappropriate precedent. Within the policy itself, precisely defined roles and responsibilities of all involved are essential.

Because most school districts which were queried did not have a clearly defined substance abuse policy, the Drug Enforcement Administration's intent was to enable the community to establish policy guidelines which would answer student substance use and abuse on school grounds. Conference participants also saw this as their highest priority. This goal compatibility was fundamental to the success of the pilot conferences, and the more completely the conference participants understood the conference process, its purposes, and the respective roles involved, the more successful was the conference.

GENERAL FINDINGS FROM THE PILOT CONFERENCES

The 20 pilot conferences were all held in small communities and therefore the general findings reflect a small community orientation. A follow-up effort, with several large cities in five states, showed fewer immediate results. The state program to establish guidelines for local schools is continuing. Experience with large cities showed that each one has unique problems best dealt with in locally planned programs. Large cities have available existing resources which can be reallocated to include substance abuse problems, and they usually already have broad policy guidelines. The development of viable policies in larger cities appears to involve redefining existing procedures, defining roles, fixing responsibility, and communicating policy and procedures.

Larger cities wishing to use the conference process to form school substance abuse policy should take into consideration the bias presented here and adapt the conference model for their particular requirements. For example, because large cities have a more complex socio-political structure and more extensive resources than do most small communities, the suggestions presented within this kit may not be directly applicable to large city concerns. However, larger cities are often naturally divided into smaller within-the-city communities or districts, any of which can develop policy much along the format presented here so long as it is consistent with city-wide policy. The conference format is designed for easy adaptation, lending itself to whatever modifications are necessary to meet particular community needs.

With the above reservations in mind, the following are several conclusions reached by the 20 pilot conferences which have implications for all school districts and all communities:

- While it was not always readily apparent before examination, every community acknowledged that they did, in fact, have a problem of drug and alcohol abuse.
- Communities also agreed that they did not have policy adequate to address substance abuse and that what policy they did have was not broad enough to cover the range of problem situations.
- None of the extant policies stipulated methods or persons to cover external affairs and community relations.
- There was general confusion and animosity expressed toward the Criminal Justice System for releasing individuals who were apprehended selling drugs and allowing them to be "back on school grounds and selling drugs before the day was over."
- Because they were so varied, state and local laws relating to possession and sale of drugs and alcohol, limits of confidentiality, right to treatment without parental consent, and interpretations of "in loco parentis" defied generalization. Each community must carefully address these issues individually.

- Most districts confirmed that one of their greatest difficulties was to determine the extent of discretion and confidentiality a faculty member could be permitted if a student confided substance use and was seeking help.

- Since school substance use is essentially a problem of illegal activity on school grounds (as in school violence, disruption, and vandalism), it was generally felt that the conference process of writing a collaborative policy by mobilizing community resources would be a viable solution to most illegal activity problems.

- The unique characteristics and needs of each community (i.e. an urban community's needs will differ from those of a rural community and both will differ from those of a resort town) require that policy be formed which is responsive to each community's specific situation.

- The participating communities unanimously affirmed the value of the conference process and agreed that a viable responsive policy was far more likely to result if parties worked in a multi-disciplinary, collaborative setting than if they worked in isolation.

- The substantive issue across all conferences was the reporting and handling of illegal substance activity, an issue which required definition, consensus, and the assignment of dispositions for offenses.

- Administrative due process has also been an issue in schools and among parents for many years, and conference participants were acutely aware that specific procedures needed to be included in the policy.

- In considering suspension and expulsion policies, conference participants did not single out substance abuse incidents to be addressed with greater severity than other infractions, although the creation of alternatives to suspension appeared to be spurred by substance abuse problems.

- It was generally agreed that a strong commitment by the Superintendent of Schools was essential to the successful development and implementation of a substance abuse policy.

- Some districts chose to emphasize alcohol abuse as a response to their communities' specific needs.

- Additional information and a formal staff orientation program were both seen as requisites by most conference

participants to implement a substance abuse policy effectively.

- In general, policies reflected a sincere recognition of student groups and their abilities to influence their peers. The high quality of participating student contributions assured, in many districts, an active student voice in policy development and implementation.
- It was generally known that there were restrictions on confidentiality; however, rarely were participants informed about the specific limitations and restrictions regarding this issue.
- Using a school building as the conference site was felt to lend credibility to the conference process because of the concrete token of school investment.

The majority of the conferences addressed only nine of the 15 recommended policy components, indicating that a two-day conference does not provide sufficient time to address all the necessary issues. Procedural issues were less frequently addressed than were policy issues, partially because procedures routinely require specific contracts between parties involved and partially because procedures cannot be drafted until after a policy statement has been made upon which the procedures will be based. Procedures may, in fact, best be drafted by an individual or small group prepared to spend long hours on details. All of the conference participants from their various disciplines cannot adequately accomplish such a task in the two-day conference period. In the one district which did address procedural issues in detail, the procedures were written by a sub-committee after the conference and were subsequently ratified. As a result of these procedures, some 27 students were referred for counseling, a dramatic increase over previous referrals.

TECHNICAL ASSISTANCE KIT ORGANIZATION

This kit is designed to provide communities with the information they will need to hold a substance abuse policy development conference and to implement and evaluate the developed policy. Included in the kit are:

- SCHOOL DRUG ABUSE POLICY GUIDELINES (located in the binder pocket): detailed descriptions of the guidelines developed at the Airlie House Conference; a report on three pilot community projects to develop school substance abuse policy.

- COORDINATOR'S GUIDE (Section I): major issues which the conference coordinator must consider in planning a conference; areas to examine before deciding to hold a conference.

- POLICY AND PROCEDURES GUIDE (Section II): responses of the 20 pilot conferences to the 15 policy and procedures guidelines; models or synthesized examples of policy statements and procedures.

- PROCESS GUIDE (Section III): suggestions for the step-by-step process involved in holding a conference; recommended conference format; suggestions on implementing, communicating, and evaluating the developed policy.

- PREVENTION RESOURCES BULLETIN (located in binder pocket).

SECTION I

COORDINATOR'S GUIDE

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SECTION I:

COORDINATOR'S GUIDE

BEFORE DECIDING TO HOLD A CONFERENCE

In our experience with school substance abuse policy conferences, we have found that there are certain prerequisites for a successful conference, elements without which a conference should not be attempted. These necessary elements will, of course, vary from community to community in their specific applications; however, the general questions outlined in the following pages should each be addressed before the conference process is decided upon.

HOW FAMILIAR ARE THE CONFERENCE ORGANIZERS WITH THE COMMUNITY? The conference coordinator and the contact person (they may or may not be the same person) must have an intimate knowledge of the community, its needs and available resources. Without such familiarity, a conference which enlists the most appropriate agencies and community members cannot be planned. Because familiarity is essential, the coordinator and contact person should always be local, well-respected persons. A nationally known figure flown in for the occasion may certainly attract attention but is not likely to summon either loyalty or involvement, both of which are necessary to a successful conference. On the other hand, while a local person who is not well known in the community may have exceptional skills in organizing a conference and be dedicated to the conference idea, that person will not likely be the best contact person either. Key to the selection of a contact person will be an assessment of the sociopolitical makeup of the community and the people whom the conference should include: whom will they respect? whom will they be willing to work for? whom will they be unwilling to say "no" to

when asked to contribute two or more days of their time? And perhaps most importantly, who will be able to command not only their time but their involvement?

The importance of the contact person's reputation cannot be too strongly stressed. In one district which held a conference, a teacher acted as the contact person. It was only later discovered that, because of conflicts over wholly unrelated issues which had existed long before the policy conference was proposed, the teacher had little credibility with the Superintendent of Schools. The Superintendent offered no support for the conference, and although a well-developed policy was produced, it never left the Superintendent's desk. In a second district, the contact person was the local sheriff who had been in conflict with the county prosecutor, again over unrelated issues. As a result of the pre-existing antagonism, the prosecutor's office was hostile to the conference.

Personalities and professional biases always play a part in peoples' associations with each other: it is naive to think otherwise. These natural tendencies can become more pronounced when attempting a multi-disciplinary effort such as a substance abuse policy conference where potential divisiveness is a given. The contact person must be able to unite the conference participants in the idea of the common goal; and it is only through the power of his/her own reputation and involvement that such a unity can be achieved.

CAN THE SCHOOL ADMINISTRATION AND PARTICULARLY THE SUPERINTENDENT OF SCHOOLS BE COUNTED ON FOR EARLY AND ACTIVE SUPPORT? As a general rule, <u>if the Superintendent of Schools is not one of the forefront participants in the conference development and planning, the conference should not be attempted</u>. The support of the school administration is <u>critical</u> to a successful conference and to the implementation of the developed policy. In our experience, where the Superintendent requested the conference directly, the policy was adopted. In the six districts which were

referred for conferences by a statewide drug abuse program rather than having the school district itself request the conference, only one produced a completed policy.

The logic is clear: schools must live with any implemented substance abuse policy and therefore the policy must be responsive to their perceived needs. If the school administration (particularly the Superintendent and the school principals) do not perceive the need for a policy or are antagonistic to the policy guidelines, the likelihood of the policy's becoming a working, useful tool is negligible.

Although the impetus for developing a school substance abuse policy may well emanate from outside the school system, there is no substitute for a supportive school administration in the planning, formation, and implementation of a policy. Details describing possible school administration and Superintendent involvement can be found in the Process Section of this kit; however it is worth remarking here that if the conference idea is generated outside the school system, it should not therefore be assumed that the school administration will resist the plan. Initial reluctance may well dissolve into active interest once the school administration is assured that a school substance abuse policy will be a <u>community</u> development and a <u>community</u> responsibility: it will not become the burden solely of the schools.

To illustrate, the following are a few of the reactions stated by Superintendents after a policy conference was held in their districts:

> A much greater understanding of and hopefully a community wide approach to the problem. Sound overall impact because the conference opened up communication. Extremely valuable for me as a school administrator because it encouraged community input into a community problem...not just a school problem.

> Both the conference and the post conference task force have greatly helped the school and community in understanding the nature of the substance abuse problem in _____. The conference provided a forum for orderly discussion of the problem.

Very valuable in making staff aware of the magnitude of the problem.

Most valuable. Without the conference we would have delayed writing a policy.

HOW WILLING WILL THE COMMUNITY BE TO PARTICIPATE? Just as it is essential that the school administration play an active role in the policy development, it is also vital that other key community agencies be involved. High on the list of key community groups are: law enforcement officials, representatives of the prosecutor's office, authorities on school law, and representatives of those social agencies which provide counseling and/or other alternatives to suspension for drug-involved students. In a community with a strong religious base, clergy will also be very important sources of support.

Before a policy conference is planned, the community must be carefully assessed both for its unique socio-political makeup and for its resources. There is no advantage to creating a model substance abuse policy which, for example, calls upon social agencies to provide counseling for problem students when, in fact, there exists no such social agency capability in the community. The frustration in attempting to use such a policy is obvious. On the other hand, one community which had a local youth counseling agency was forced to close it down for lack of clients when at the same time the local school system was struggling with a number of problem students. Because neither of the systems knew of each other's needs and resources, both suffered unnecessarily.

In choosing desired community conference participants, planners must make certain that the heads of agencies or those empowered to act on their behalf attend the conference. If the key participants (and those who are essential will differ from community to community) cannot attend and cannot send representatives who can bind their agencies to policy decisions, then the conference should be postponed until such time as those who

can act on agencies' behalf are available. Because the conference is product-oriented rather than process-oriented, a policy should be its result. Policy, particularly the procedural part of a policy, cannot be developed if the participants are not empowered to make commitments for their various organizations.

Timing is also an important indicator of conference success. As one Superintendent put it, "If we had tried the conference one year before, the Superintendent would probably have been tarred and feathered for suggesting that we had a drug problem." Parents and community had, however, suddenly perceived that there was a "crisis" in youthful substance abuse. Whether or not this "crisis" was real or perceived does not really matter: the open concern gave the Superintendent an opportunity to inquire about the feasibility of a conference. In another community, the local media had been emphasizing the drug problem and thus provided a community climate ripe for the concept of a substance abuse conference.

A sampling of the community's attitudes toward the substance abuse problem can help planners determine how or whether to approach a conference. A needs assessment instrument handbook is available through the National Institute on Drug Abuse (Drug Abuse Instrument Handbook: Selected Items for Psychosocial Drug Research, write to NIDA Clearinghouse, 5600 Fishers Lane, Rockville, MD 20402), or a simple telephone or mail survey can be produced locally. The community's attitude need not always be assessed of course: this, like most of the elements in making a conference, will depend upon the community. If a sample is taken, care must be exercised to assure a representative selection of the community. Preliminary assessment is most often desirable in small communities where private support can sway key figures and where resistance can make a conference impossible. In communities where resistance is expected, a sampling can test the strength of the resistance and locate areas of support.

ONCE THE DECISION TO HOLD A CONFERENCE HAS BEEN MADE

The preceding steps should be taken before deciding to embark upon a substance abuse policy development conference. But this is only the beginning. Once it has been decided that the necessary tools for a successful conference are, in fact, at hand, a whole new list of "essentials" and "desirables" presents itself to the conference planners.

KEY FACTS. If a productive policy is to emerge from the conference, certain knowledge must be presented to conference participants.

- PERTINENT STATE AND LOCAL LAWS MUST BE COMMUNICATED TO CONFERENCE MEMBERS BY A PERSON WELL VERSED IN THE APPLICABLE SCHOOL LAWS. State and local laws and ordinances regarding possession and sale of drugs and alcohol are complicated, varying not only from state to state but also from community to community within each state. Penalties for the use and sale of drugs and alcohol also vary from community to community. Few persons within any community actually know the laws and it is essential that these laws be clearly and succinctly communicated if a policy is to be formed which is responsive to legal statutes.

- SIMILAR VARIATIONS EXIST IN THE STANDARDS AND INTERPRETATIONS OF THE RIGHTS AND LIMITS OF CONFIDENTIALITY, THE RIGHT TO TREATMENT WITHOUT PARENTAL CONSENT, AND THE INTERPRETATION OF "IN LOCO PARENTIS." Again, without a clear understanding of the legal limitations within which they must work, conference participants cannot hope to create a working substance abuse policy. (These issues are detailed more fully in Section II, Policy Guideline #5.)

- CONFERENCE PARTICIPANTS MUST ALSO BE GIVEN AS COMPLETE AND ACCURATE A PICTURE OF THE CURRENT COMMUNITY SUBSTANCE ABUSE PROBLEM AS POSSIBLE. This will probably entail requesting that various representatves of professional groups and socio-political constituencies give a brief description of the problem as they see it. It cannot be assumed that the conference members know the problem already. Even if they are knowledgeable about their own perception of the drug scene, they rarely see the entire community picture. As a case in point, when the majority of participants introduced themselves at one conference, they mentioned the seeming absence of a drug abuse problem (the group included a law

enforcement official). Then the Deputy Superintendent in charge of discipline stood up and painted a dramatically different picture. His statements were later confirmed.

KEY PEOPLE. Previous conferences indicate that a working body of approximately forty people allows for maximum participation. It also supplies a broad selection for the follow-up committee (described in Section III) and a sufficient number of enthusiastic individuals who will hopefully convene a permanent committee to extend the substance abuse policy guidelines into other school and community problem areas such as vandalism, assault, etc. (described in Section II, Policy Guideline #15 and in Section III). Larger communities will need to adapt these general findings to fit their specific situations.

As previously stated, conference participants must be representative of the whole community and powerful enough to bind their organizations or agencies as needed. Beyond these qualifications, participants must also have a firm commitment to sound, realistic options for youth and be willing to work toward achieving conference goals over an extended period of time. The two or three day conference is only a beginning. The complete process, from initiating the conference to policy implementation may well take a full school year.

A comprehensive listing of representative participants would include:

- SCHOOL PERSONNEL: administrators, teachers, coaches and even custodians (Selection should be based not exclusively on the position held, but also on the individual's knowledge about students and student life);
- LAW ENFORCEMENT PERSONNEL: school security and juvenile police;
- JUDICIAL PERSONNEL: juvenile court judge(s), probation staff, prosecutors, and court diversion or alternative program personnel;

- CITY OFFICIALS: Municipal leaders and directors of local and other programs;
- BUSINESS LEADERS: members of the Chamber of Commerce and representatives of business and fraternal organizations;
- RELIGIOUS LEADERS;
- MEDICAL AND HEALTH PROFESSIONALS: from the schools and local hospitals and clinics (Facts about the community's ability and procedures to respond to medical emergencies are essential to a complete substance abuse policy);
- REPRESENTATIVES AND STAFF OF YOUTH COUNSELING AND ACTIVITY PROGRAMS: mental health personnel, YMCA, etc.;
- PARENTS; and
- STUDENTS.

Student participation is essential to a successful conference and should draw upon a cross-section of the total community student population, including both public and private school students. The ideal group of students will represent all appropriate grade levels and all groups or factions within the school. Each participating student should be articulate, personally committed to the general concept of the conference, interested in protecting student rights, and committed to establishing a policy which is evenly administered and which clearly defines what can and cannot be done.

By representing the total community, the policy conference establishes the substance abuse problem as a community responsibility rather than a school responsibility. Careful review of the 20 previous conferences has shown that in those communities where conferences had a broad-based representation from the community and a strong commitment from the Superintendent and School Board, a working substance abuse policy was created. In those communities which had no representatives from the law enforcement or judicial sectors or had only a token student representative, working documents were not achieved. In communities where key segments of the community were excluded, the validity and usefulness of the conference product were rendered suspect.

KEY PROCESS ISSUES. While the step-by-step process issues are detailed in Section III, certain issues will be of concern to conference planners throughout the conference process.

Because of the varying attitudes, values, philosophies, and concerns which present themselves in a multi-disciplined effort, a degree of conflict and dissension will inevitably result. This discord is often augmented by different participants' long term misunderstanding of each others' roles and responsibilities. The conference process, therefore, must allow time for constructive confrontation and discussion in order to foster a new understanding and respect; for while the mingling of disciplines creates an initial problem of defensiveness and perhaps hostility, once overcome this mingling acts as an essential unifier in accomplishing conference objectives.

However, to foster this mutuality, particularly given the strenuous task orientation of the conference and the time constraints, skilled group leadership is required. When two days are all that is allotted to produce a policy, only a very limited amount of time can be spent attaining mutuality or increased understanding, per se. Highly qualified facilitators are essential to the success of such a conference. Whether found locally or imported, the facilitators must be familiar with multi-disciplinary conferences and their unique difficulties and must be stringently task-oriented rather than merely process-oriented. Feedback from previous conference participants has shown that policy development does not require complete philosophical agreement; however, accomplishment of individual tasks at the conference relies heavily on a group leadership which can allow for active participation while still controlling the direction of the conference.

One of the primary tasks of the facilitators at the conference will be to help the participants define their roles. Unless specific responsibilities are delegated, a policy cannot be consistent in its implementation; and unless roles are clarified, individuals will respond to a situation according to their own opinions, fears, or attitudes.

It cannot be overemphasized how important this task of role definition is. So-called "turf" problems, professional jealousies, inter-agency hostility, and individual or group apathy can all be linked to unclear or conflicting role definition. Specifically, different roles will be discussed in Section II as the Policy Guidelines are delineated; however, it is appropriate to note here that one of the conference's revolutionary accomplishments can be the clarification of participant roles and how they will interact with each other.

TIPS FROM THE FINDINGS OF OTHER CONFERENCES

A survey of the participants in the 20 conferences was conducted to determine their particular goals for the conference. The following ten conference objectives were rated by participants in order of perceived importance:

- Determine need for a collaborative school substance abuse policy.
- Identify current patterns of substance use among school age youth.
- Learn skills necessary to insure the implementation of a school substance abuse policy.
- Clarify own responsibilities and authority relative to substance abuse among school age youth.
- Inform other participants of own responsibilities and authority relative to substance abuse among school age youth.
- Define responsibilities of all parties involved.
- Establish general guidelines for action by school personnel when confronted with substance abuse.
- Write school substance abuse policy applicable to all school situations.
- Exchange ideas with other participants from own area

of expertise.

- Exchange ideas with other participants from other areas.

Of the ten listed objectives, the three ranked as most important were (in order of perceived importance):

1. Establish guidelines for action;
2. Write a school substance abuse policy; and
3. Clarify own responsibilities.

The least important objective was perceived as:

* Informing other participants of my responsibilities.

The irony of placing "Clarification of own responsibilities" as the third most important objective and "Informing others of my responsibilities" as the least important is clear: participants must become aware that only by combining forces and integrating resources can a working substance abuse policy be formed. Requisite to this interplay is a firm knowledge of both one's own and others' roles.

Related to the problem of role definition and central to the successful development of a substance abuse policy was the general neglect of procedures when participants drafted the policy. As can be seen in Section II, the procedural issues were far less effectively treated than were the specific policy issues. In part, this bias is appropriate: Procedures cannot be drafted until consensus is reached on the policy itself. However, the avoidance of procedural "how to" delineation also reflects blurring of role definition, confusion about who can and should take what responsibility, and vagueness about the available resources and how to use them. All of these potential problems can be alleviated by careful, planned selection of participants and expert group facilitation.

COMMUNICATING THE NEED FOR POLICY

Communicating the need for a policy to various interest groups is definitely advantageous in gaining support. Available through the Drug Enforcement Administration for loan is a Policy Guideline Slides Presentation which gives a clear, thorough introduction to the desirability of a school substance abuse policy and the multi-disciplinary conference process. The presentation can be used to aquaint different groups with the goals, processes, and possible results of a school substance abuse conference.

Conference planners must assess both the prevailing sentiment of their community and the resources available to determine the type and extent of publicity most suitable to their goals. The more strongly the different community interests recognize the need for a substance abuse policy, the more likely that the conference will be a success and a policy will be its result. However, organizers must always take care that, in communicating the need for policy, they do not sensationalize the issue and risk a backlash or panic which could adversely affect the conference process and goals. Always a delicate issue and particularly so with such a potentially volatile topic as youthful substance abuse, publicity must be carefully and tactfully planned. Usually, it is best to emphasize the generic aspects (i.e. a community approach to illegal activity on school grounds) rather than stressing substance use itself. Tactics, however, will vary from community to community, and the best general rule is that of common sense.

COMMUNICATING THE DEVELOPED POLICY

While conference organizers will need to strategize about how or whether to publicize the conference itself, once the conference has been held, a policy been developed, and the developed policy been approved by the School Board, then the policy should be widely publicized. Section III treats in more detail the possible ways of publicizing the document; however, it should be stressed here that the approved policy becomes a public document and much of its effectiveness will depend upon its being known and understood by all concerned (i.e. school personnel, law enforcement, helping agencies, parents, students, etc.).

CONCLUSION

The task of holding a school substance abuse policy conference is not an easy one, nor should it be casually entered into. Unless conditions approximate those outlined in this guide, it is not advisable to attempt what could be an intensely frustrating experience.

The rewards, however, of a well-planned conference more than compensate for the work involved. Even in those communities which did not complete a policy, the conference process was uniformly pronounced a success. Just bringing together different and often disparate concerns was seen to foster increased understanding of the various problems and renewed respect among community groups. As a first step, such an effort is highly constructive even though no permanent policy results; and the conference can initiate strategies for regrouping and plans for future action.

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POLICY AND PROCEDURE

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SECTION II:

POLICY AND PROCEDURE

INTRODUCTION

Each community will have a perspective from which conference participants will approach the problems of substance abuse. A school policy will flow from this perspective. Therefore, before specific issues are addressed in detail, general agreement should be reached on the role the school should play and how that role will relate to the roles of the rest of the community. If it is decided that the school will assume major responsibility in detering youthful substance abuse, then the issues addressed will differ in quality from those which would be important were the school merely to assume a reporting or referral responsibility. There is no "good" or "bad" role for a school to play; a great deal will depend upon a careful assessment of the school's own resources and those of the community.

Once conference participants have reached consensus on what the school's role will be, they should then consider what "stance" the policy will reflect: how do the community and school want to treat a drug or alcohol-involved student? Will the problem be considered mainly one of behavor of which substance involvement is a symptom? Is the problem seen as a violation of legal and/or moral codes? Is the problem viewed mainly in relation to the effect it can have on other students? Or is it seen as a combination of these factors? Again, there is no "right" or "wrong" approach, but the general stance should be agreed upon before specifics are tackled.

Finally, most participants in the 20 conferences chose to distinguish between types of substance-offending students and to mold their policies to the separate offenses. The most common distinctions were made between: (1) substance-involved students

who admitted use and were seeking help; (2) substance-involved students who either denied use itself or who denied its deleterious effects; (3) students suspected of substance involvement but not openly apprehended; and (4) students selling drugs. Another common distinction was made between first offenders and those with prior records of substance abuse. If conference participants wish to make these or other distinctions, they should be noted and applied as each pertinent policy issue is addressed.

The remainder of this Section will treat in detail the fifteen (15) policy components identified as crucial to a comprehensive substance abuse policy. The components have been divided into three areas which correspond to the working groups during the conference. In abbreviated form, they are as follows:

I. Rights and Responsibilities Issues
- Reporting and Handling of Illegal Drug Activity; Delineation of Roles
- Due Process Issues
- Suspension and Expulsion Policies
- Non-Compliance by School Personnel
- Confidentiality Restrictions

II. Education and Training Issues
- Guidelines for School Drug Education Curriculum
- In-Service Training for Teachers and Administrators
- Student Roles in Policy Development

III. Inter-Agency Liaison Issues
- Confidentiality Restrictions (see Rights and Responsibilities Issues)
- Procedures for Medical Emergencies
- Referral Procedures for Substance Abuse Cases
- Procedures for Working with Non-School Agencies
- Specific Procedures for School Personnel and Law Enforcement Personnel
- Procedures for Communicating Policies
- Role of Advisory Council in Substance Abuse Policy Development

- Procedures for Periodic Policy Review

The policy discussions presented here are based on material from actual conferences and existing school policies. Where a model policy was available, it is presented verbatim as a guide. Where model policies were not available (i.e. no single policy dealt with the issues in a comprehensive manner), a policy guide has been synthesized. Sample policy statements precede the procedural issues for each guideline.

RIGHTS AND RESPONSIBILITIES ISSUES

POLICY GUIDELINE #1

REPORTING OF ILLEGAL SUBSTANCE ACTIVITY; HANDLING OF ACTUAL AND SUSPECTED SUBSTANCE ABUSERS; DELINEATION OF ROLES: (a) TEACHERS, (b) ADMINISTRATORS, (c) COUNSELORS, (d) HEALTH PERSONNEL, AND (e) OTHERS.

REPORTING AND HANDLING: The need to have specific reporting and handling procedures is obvious: school personnel must know both to whom to report illegal substance activity and the extent to which they are responsible for acting themselves.

Participants in the conferences treated this policy in depth and all had varying ways of outlining reporting and handling procedures, synthesized examples of which are detailed as follows:

POLICY STATEMENT:

> All instances of substance abuse must be reported to the proper authority. There may not be, however, a duty on the part of educators to inform parents, administrators, or law enforcement personnel of the identity of students seeking help to overcome substance abuse problems. Each case in which a student independently seeks counseling or information from a professional educator for the purpose of overcoming substance abuse must be handled on an individual basis, depending upon the nature and particulars of the subject case. All reporting and handling procedures will be in accordance with state and local laws and relevant school policy.

SITUATION 1

A student voluntarily confides substance involvement to a school staff member in an effort to seek help. No medical emergency exists.

PROCEDURAL ALTERNATIVES:

Alternative #1: Staff person is given authority under these circumstances to counsel student and attempt to obtain necessary help for student either through the school or through an agency. Staff member (usually a teacher or counselor) reports occurrence but need not disclose student's name. Student and staff person work on problem together. This is a temporary measure.

Alternative #2: Staff person explains to student that he/she must report the information to designated authority (principal, vice principal, drug counselor, etc.) and requests student to accompany staff member to that authority. The three of them then proceed to work on student's problem. Parents are not notified without the student's consent but the student is urged to involve them if possible.

Alternative #3: Staff person reports situation, accompanying student to the proper authority. Parents are automatically notified, and student is expected to work on problem with school, parents, and other health professionals if necessary.

Discussion

Conference participants rarely considered any punitive action against students who were actively seeking help. Because no medical emergency existed, participants also, for the most part, felt that the student should have the option whether or not to involve parents. Giving the student this option both acknowledges his/her maturity in recognizing the problem and ac-

knowledges that there are occasions when some parents will aggravate rather than relieve difficulties. However, as most educators are not trained in counseling, every effort must be made to direct the substance user to appropriate sources of help.

SITUATION 2

In a medical emergency, a student admits substance use while seeking help.

PROCEDURAL ALTERNATIVES:

Alternative #1: Staff member immediately takes student to school nurse, if available, who determines urgency of situation and, if necessary, student is transported to nearest medical facility. Proper school authority is contacted. Parents are notified in accordance with school policy. Further action awaits end of medcal emergency.

Alternative #2: Staff member takes student to school nurse. School authority is contacted who then immediately notifies parents. Student is taken to medical facility, if necessary. Disciplinary action, if any, waits until student and parents can meet with school.

Alternative #3: Staff member takes student to school nurse and notifies school authority. Parents are contacted by school authority as is the juvenile justice department. Student is taken to nearest medical facility. Disciplinary proceedings are begun in accordance with policy.

Discussion

In a medical emergency, the school has one obvious course of action: the student must be treated. Any disciplinary or reporting procedures must, of course, be subordinate to the immediate concern for the student's health.

Most conference participants felt that, where necessary, the usual reporting channels should be bypassed until the student has been given the necessary medical assistance.

SITUATION 3

A student who does not require medical treatment is found involved in substance abuse, admits use, and then requests help.

PROCEDURAL ALTERNATIVES:

Alternative #1: Staff member confronts student directly and notifies school authority who then counsels student, notifies parents, and works with student and parents on type of assistance and disciplinary action.

Alternative #2: Staff member talks with student about circumstances, notifies school authority who directs student to school counselor (psychologist). Counselor, where policy permits, uses discretion about whether or not to notify parents. Counselor and student work together. Counselor and school administrator work out appropriate disciplinary action.

Alternative #3: Staff member notifies school authority who talks with student, notifies parents and reports incident to School Review Board. Disciplinary action is begun.

Alternative #4: Staff member notifies school authority who talks with student, notifies parents and contacts law enforcement agency. Disciplinary action is taken.

Alternative #5: Staff member notifies school authority who talks with student, notifies parents and contacts law enforcement agency. Disciplinary action is taken.

Discussion

As can be seen from the above, different districts conceived of a wide range of alternatives in the handling of this situation, and the choice was partially determined by how the participants wanted to treat the problem of substance abuse. When they saw it mainly as a symptom of other problems, then (1) or (2) were the likely reporting and handling procedures. When the problem was seen mainly in terms of legal infraction, the (3), (4) and (5) became the more compatible options. Under these circumstances, very few districts felt that parents should remain uninvolved.

SITUATON 4

Student is apprehended in a substance-induced state but either denies the substance use or denies the deleterious nature of the use.

PROCEDURAL ALTERNATIVES AND DISCUSSION

Conference participants felt that the options were fewer for treating a student who either denied substance use or the problematic nature of the use. When substance use was clearcut and proven, then the due process procedures outlined in Policy Guideline #2 were invoked and the major variation in reporting involved how or whether to include law enforcement officials in the situation. Parents were always contacted and a designated school authority always took responsibility for the handling procedures.

When the substance use cannot be proven (i.e. the student is obviously in an intoxicated or otherwise abnormal state but no substance is discovered and student denies use), the situation becomes far more problematic and conference participants must pay close attention to the legal issues involved before forming policy. Accusations should not be made in such situations, but questions regarding the cause of the student's state are appropriate and may include requests for information on whether or not anything was eaten, drunk, swallowed, smoked, or otherwise ingested.

Accusations of false arrest or false allegation are serious for school personnel as are the effects of false arrest or allegation serious for the student. Local and state laws must be applied to any policy making and extensive caution is needed. The differences in consequences of abuse of illegal and legal drugs should also be considered.

SITUATION 5

Student is suspected of substance use, but use is not certain.

PROCEDURAL ALTERNATIVES AND DISCUSSION

Of all the reporting and handling situations, this is the most delicate and must be treated with the most caution. Conference participants must be fully aware of legal variations and the potential consequences for school personnel who make an accusation or take any action on a mere or unverifiable suspicion. All school personnel should be informed of the legal aspects involved.

The policy should include definitions of what constitutes "proof," what constitutes "reasonable suspicion," and what is considered "harassment." It should also clearly delineate the legal limitations and student rights of the particular district and state regarding this policy and procedure.

SITUATION 6

Student is apprehended in possession of or selling substances reasonably believed to be drugs.

PROCEDURAL ALTERNATIVES:

Alternative #1: Staff member requests student to relinquish substance and, if legally permissible in the jurisdiction, attempts to conduct search if student refuses. Staff member, in any case, contacts school authority who notifies parents and disciplinary/counseling procedures follow. Legal authorities are not involved.

Alternative #2: Staff member conducts student to school authority who, if legally permissible, handles search, notifies parents, and proceeds with disciplinary/counseling measures. Police authorities are not involved during school procedure (although reporting may be required later).

Alternative #3: Staff member takes student to school authority who, if legal, conducts search, notifies parents, and notifies law enforcement agency of incident. Disciplinary procedures are then begun.

Alternative #4: Staff member escorts student to school official who does not attempt to search, but notifies parents and turns student over to law enforcement officers. School disciplinary procedures follow.

Discussion

There are, of course, other variations of these alternatives. Perhaps the biggest decisions which schools must make vis-a-vis this situation revolve around who is to conduct a search of the student, whether it is permissible under law and school policy, and whether or how much to involve legal authorities. As in Situation 5, the legal limitations regarding right to search should be specifically stated within the policy and all procedures should follow upon these limitations. Where it is legal to search at all, the search of a student's person, possessions,

or locker should always be conducted in the presence of a witness and should never be conducted without reasonable cause. The advice of legal-judicial officers and law enforcement agencies must be obtained on these very technical Policy and Procedural decisions. Once law enforcement officers are involved, however, the school authority's discretion in handling possible evidence becomes less broad.

DELINEATION OF ROLES

While only a few of the participating schools clearly outlined specific roles for school staff, such delineation does serve to guard against confusion and allow for the quickest, most efficient action when a substance abuse situation arises. The principal persons involved are likely to be:

(a) Teachers. Teachers will very often be the initial staff members to confront a substance involved student simply because teachers have the most contact with students. A teacher is also likely to be the one to whom a student will turn for help. For this reason, many schools wrote policies which would allow teachers the maximum counseling roles and the minimum enforcement roles. While teachers often make the initial report, they are almost never involved in the disciplinary decisions and not often expected to be involved in parent conferences.

(b) Administrators. The administrators will most often be the key figures in the reporting and initial handling of substance abuse incidents. Virtually all schools specified one particular person (usually the principal or vice principal) who would handle all substance abuse cases. The amount of discretion which was allowed to the key administrator varied from school to school, with one school stipulating that each case would be considered individually without benefit of precedent

and other schools delineating more specifically where the administrator had discretion and where he/she should act on explicit policy. A number of schools instituted an internal school review board to which the student could appeal an administrator's decision.

(c) Counselors. Most school counselors are technical, educational, and vocational. They are not trained to counsel students in personal areas and therefore it is not appropriate to involve them in counseling for student substance abuse problems. If, however, the school has a psychologist or drug counselor on staff, his/her role should be central to any substance abuse case. Some schools stipulated that the counselor would handle the entire situation, including contact with parents (though they would not be involved in punitive action). Other schools felt that the counselor should work with the key administrator to find a solution to the particular situation. Most schools which had psychologists or substance abuse counselors on staff specified them as the resource people to whom parents and students could turn for substance information and referrals to community agencies.

(d) Health Personnel. The health personnel in schools usually are school nurses whose major role is the examination of students to determine a medical emergency or substance influence. The school nurse could also, however, be used as an information referral resource.

(e) Others. Others who might be involved in substance abuse issues include parents, law enforcement officers, school review boards, and community agencies.

- Parents, most conference participants felt, should be involved in their child's substance abuse problem. However, it was rarely clear what role parents should play (i.e. supervisory role in suspension, active participation with student in

counseling, active conferring with school authorities on alternatives, etc.).

- Law Enforcement Officials, it was generally felt, should not be involved unless necessary, and preferably in an advisory rather than punitive capacity. Some juvenile justice systems maintain counseling and guidance services to which students are referred. Regular communication between the schools and police on drug problems is highly desirable.

- School Review Boards were created by some schools to recommend disciplinary action and to act as an appeal board for students. School Review Boards are usually composed of faculty members, students, a clergyman, and a counselor (psychologist).

- Community Agencies are seen as resources to parents and substance-abusing students, and, as such, should be utilized by schools for services not available elsewhere.

POLICY GUIDELINE #?
ADMINISTRATIVE DUE PROCESS SAFEGUARDS TO ASSURE PROTECTION OF STUDENT'S RIGHTS

Most schools participating in the conferences did not distinguish between due process procedures in substance abuse incidents and due process procedures for other infractions; nor is there any reason why a unique set of procedures should be developed for substance abuse. As a basic protection for student rights, due process should be applied no matter what the alleged offense. Schools should examine their existing due process procedures to determine how or whether they must be altered to include substance abuse offenses; and the advice of the school attorney should be obtained to assure conference participants that the policy they create is in accord with state and local laws. Two comprehensive examples of due process procedures will be given in their entirety as models of specificity.

POLICY STATEMENT

Student rights require that due process be observed in accordance with federal, state and local laws. Substance abuse offenses shall be treated with the same due process procedures as are in effect for other instances of illegal activity on school grounds.

PROCEDURES

EXAMPLE 1: OHIO

The Goss v. Lopez case (43 LW4179; 1975) established mandatory guidelines for minimal due process in school suspension incidents;

- Immediate removal of a student would be permitted if the student's presence disrupts the teaching atmosphere, endangers other persons, or damages property.
- Within 24 hours, notice of suspension proceedings are to be sent to the (minor) student's parents.

- Within 72 hours of the student's removal, a hearing should be provided.

- Suspended students may make statements in their defense, but they need not be permitted to have counsel present at the hearing.

- The state's provision of free education to persons between the ages of six and 21 years is a property interest protected by the Fourteenth Amendment.

- Concerning a suspension from one to 10 days, due process demands that a student be given oral or written notice of the charges against him/her.

- Upon denial of the charges by a suspended student, the school administration shall present its evidence and give the student an opportunity to present his/Her version.

- Notice and hearing generally precede a student's removal, but if urgency necessitates, such notice may follow as soon as practicable.

- The Due Process Clause will not shield a student from suspensions which are properly imposed. Suspension is considered to be a necessary tool to maintain order, as well as a valuable educational device.

- The Court further explained that there need be no delay between the time when notice is given and the time of the hearing. The hearing may occur almost immediately following the misconduct.

- The Court directed its decision solely to the short - term suspension (one to ten days) and stated that expulsions may require more formal procedures.

EXAMPLE 2: DEKALB COUNTY, GEORGIA
(not a conference participant, but one of the few districts contacted by DEA which already had well-developed Policy and Procedures)

PROCEDURAL DUE PROCESS

SERIOUSNESS OF OFFENSE

Possible Suspension Time	3 Days or Less		May Require 4 Days or More	
Notification of hearing	Verbal		Written	
Type of Hearing	Probably Informal		Formal	
	Decision		Decision	
Action Taken	Not Guilty	Guilty	Guilty (4 to 9 days)	Guilty (Recommendation for Expulsion)	Not Guilty
Notification	Verbal	Suspension Letter	Suspension Letter	Suspension Letter	Exoneration Letter
Confirmed Suspension		3 days or less	4 to 9 days	Recommended Expulsion	
Paperwork		*1. Letter of Suspension	1. Notification of Hearing *2. Record of hearing *3. Letter of Suspension 4. Waiver, if applicable	1. Recommendation to Superintendent (through Community Relations Office) 2. Notification of Hearing 3. Local Waiver, if any 4. Record of Hearing 5. Written Statements of witnesses, if any 6. Letter of Suspension 7. Chronology of Student's behavior, if Applicable 8. Copy of Classroom log with Student's Signatures or Parents verification 9. Recommendation for Leniency if Applicable 10. Other Evidence, if any 11. Board Waiver, if any	

*Copy to Area Assistant Superintendent and Pupil Services

Due Process procedures revolved exclusively around two issues: the suspension/expulsion process and search/seizure procedures. The Goss v. Lopez criteria and the Dekalb County Procedures outline clearly the due process procedures in the event of suspension/expulsion and most policies followed basically the same formats.

For a number of reasons, however, the search and seizure procedures were less clearly outlined. The balance between a school's rights and responsibilities as "in loco parentis" (in the place of parents) varies depending upon state and local laws. As the surrogate parent, a school administrator or teacher in most states may search a student or the student's personal possessions without many of the restrictions imposed upon law enforcement officers. Similarly, in many states, school officials may search if there are "reasonable" grounds for suspecting that the student is in possession of dangerous or illegal goods. Most conference participants chose to leave the word "reasonable" ambiguous, trusting to the school authority's discretion to decide whether or not a search was warranted. A few schools, however, made the search guidelines more explicit as a protection to both students and administrators, specifying threat to safety of others, self, or property as the only grounds which would justify a search. Such explicit descriptors have the advantage of acquainting both students and school staff with the precise conditions under which a search will be conducted. It was also usually recommended in the policies that students be formally and specifically informed that school lockers are <u>not</u> the exclusive property of the student and that the school retains the right to search lockers at any time.

Before forming any policy regarding due process for both suspension and search procedures, conference participants <u>must</u> be thoroughly acquainted with state and local laws and court interpretations. <u>No policy should be drafted without a legal review to determine that policy and procedure are consistent with the laws of the local jurisdiction</u>. In cooperation with federal,

state and local criminal justice agencies, Marin County, Indiana (Indianapolis) developed a guide called School Searches for Drug Abuse which is included within this kit.

POLICY GUIDELINE #3
REASONABLE AND CONSISTENT
SUSPENSION AND EXPULSION POLICIES

By far the majority of participating schools favored alternatives to suspension or expulsion where possible in the cases of substance-abusing students. The predominant feeling was that substance use was indicative of other problems. Conference participants, therefore, tried to mold a policy which would be of most help to the student, taking into consideration that automatic suspension (or as one school put it--exclusion) might aggravate rather than alleviate the student's difficulties. Law enforcement agencies, too, prefer to have youth in school rather than in the streets.

POLICY STATEMENT

Suspension and expulsion are considered necessary tools to maintain order and, where necessary, shall be invoked, following due process procedures. Substance abuse offenses shall not be separated from other offenses involving illegal activity on school grounds. However, in the interests of the student's welfare, each case shall be considered individually in accordance with state and local laws and general school policy.

PROCEDURES

The alternatives to automatic suspension which were suggested included:

- Participation in a School Referral Program: Participation would not cancel suspension but would shorten it by involvement in the Program.

- In-house Suspension: Disciplined students would be segregated from other students for the suspension period but would continue academic work as usual. Additional work could be assigned appropriate to the suspension (i.e. work could be infraction-oriented with

the intention of eliminating further infractions; work could be curriculum-oriented with the goal of allowing the student to keep up with regular class work; or work could be rehabilitation and innovation-oriented with the emphasis on assisting the student to find better ways of handling difficulties).

- Peer Counseling: Through peer support, substance-involved students would discover alternative behaviors.
- Substance Education Program: Students, or student and parents, would participate in a community-based program specifically for youth with substance-related difficulties.
- Utilization of Juvenile Court Services: These services would include individual counseling and guidance.

The above are only a sample of possible alternatives to suspension specified by the conference participants. If schools wish to explore these or other suspension alternatives, they should investigate the resources in their community to determine the extent and nature of available alternatives.

When suspension is to be employed as a means of disciplining substance-involved students, then the due process procedures outlined in Policy Guideline #2 should be invoked. Important also to the suspension process, and recognized by most conference participants, was the need for an appeal process which would be available to students who felt they had been judged unfairly or that there were mitigating circumstances which had not been considered. Whether it be in the form of an ongoing School Review Board, the Board of Education, or an ad hoc committee, schools almost unanimously felt the importance of appeal. In addition, Goss v. Lopez, cited previously, requires due process for even temporary suspension.

In some cases, appeal procedures followed the automatic suspension which began immediately after a student was apprehended in a substance abuse incident. In other cases, conference participants felt that students should not be suspended until after a hearing by the designated review board. As in other due process procedures, the legal issues in each community should be carefully assessed before the procedure is designed. An example of appeal procedures delineated by one school follows:

APPEAL PROCEDURES

1. Any student who has been suspended (regular or in-house) or expelled for substance abuse may appeal the decision and request a hearing before a Review Board wthin 48 hours.

2. The Review Board will consist of the following: teacher; counselor where available, or another teacher; two students; the student's principal or assistant principal (whichever did not originally mete out the discipline); and a clergyman. When the individual involved is a junior high school student, the high school principal may be included.

3. The principal will select the teacher and counselor or another teacher.

4. One student will be selected from the student council and one from the student body, by the student council.

5. The clergyman will be selected by the Ministerial Association.

6. The time, date, and location of each hearing will be announced to all Review Board members and the parties involved, in particular the student making the appeal and his(her) parents, at least 24 hours before the hearing is held.

7. After hearing and reviewing all the evidence, the Review Board will have the authority to recommend to continue or terminate any suspension or expulsion imposed or to recommend an alternate means of suspension.

8. The Review Board will make its decision by taking a vote of each member by secret ballot. The principal or assistant principal will vote only in case of a tie.

9. The Review Board's decision will be based on a simple majority vote.

10. Decisions of the Review Board will be subject to approval of the School Board.

Most schools limited suspension as a disciplinary measure to students who were actually apprehended in a substance-induced

state or in possession of drugs. For a number of legal and practical reasons, students who were only suspected of substance use were usually not considered under suspension guidelines.

Because of the seriousness of expulsion, most conference participants felt that exceptional care should be exercised in ascertaining the guilt of the student in question. Only one school favored expulsion for a second offender. The remainder considered it a measure of final resort.

POLICY GUIDELINE #4

POLICY REGARDING NON-COMPLIANCE WITH SUBSTANCE ABUSE POLICY BY SCHOOL PERSONNEL.

As a specific policy, the issue of non-compliance by school personnel was rarely addressed. One district, however, included in their policy a statement explaining that any school personnel who did not conform to the rules regulating drug and alcohol traffic would be taken to the local law enforcement agency and that a second violation would mean loss of the position held within the school system.

POLICY STATEMENT

All school personnel shall comply with the rules and regulations governing drug and alcohol use on school grounds. All school personnel shall further comply with the reporting and handling regulations required for the implementation of the substance abuse policy. Failure to comply shall be considered grounds for disciplinary action in accordance with general school and employment policy.

PROCEDURES

The duty of carrying out policy and procedures mandated by the school board (i.e. actually implementing the approved substance abuse policy) is a concern under this guideline. All schools have general procedures regarding non-compliance with school-based policy and employment requirements. These procedures should be examined and adapted to the substance abuse policy with specific reference to:

- Non-compliance with implementation of policy; and
- Non-compliance with drug and alcohol use regulations.

In districts where there are teacher associations and/or union contracts, discipline of teachers must be considered in light of those agreements.

POLICY GUIDELINE #5

CONFIDENTIALITY RESTRICTIONS; LIMITATIONS AND REQUIREMENTS FOR STUDENT/COUNSELOR COMMUNICATIONS; STATE LAW AND SCHOOL DISTRICT LIMITATIONS.

As with due process and reporting and handling procedures, policy on confidentiality restrictions, limitations and requirements cannot be formed without a detailed review of the state and local laws. The extent of confidentiality rights and the conditions under which they are in effect cannot be generalized. As a basic protection of students and school staff, the local and state laws must be clearly delineated in the policy itself. Further, these laws and the resulting school policy must be formally and specifically communicated to students, school staff, parents, and community.

POLICY STATEMENT

Confidentiality rights and restrictions shall be maintained in accordance with state and local laws. Specific restrictions regarding confidentiality shall be detailed within the policy procedures and shall be made available to all concerned.

PROCEDURES

None of the conferences were able to form model procedures concerning confidentiality restrictions. However, the Maryland State Board of Education adopted the 15 policy guidelines provided here in their entirety; and, as part of their substance abuse policy, they included specific sections on Maryland State Law and General Professional Guidelines. The sections related to confidentiality are replicated here as exemplary policy procedures:

GUIDELINES FOR EDUCATORS IN DRUG ABUSE COUNSELING: MARYLAND LAW ON DRUG ABUSE ANALYSIS AND INTERPRETATIONS

A. Students Seeking Advice from Educators for Drug Abuse Problems

1. Maryland law encourages and protects those students who seek information from teachers on how to overcome drug abuse problems.

2. Whenever a student seeks information for overcoming a drug problem from an educator (teacher, counselor or other pupil services specialist/administrator), no statement made by the student or observations made by the educator during the information/counseling session is admissible in any proceeding. This means no criminal conviction or school disciplinary action can result from what was said or done during this conference between the student and educator.

3. Educators who meet with students are under no legal duty to inform the parents of that student about his or her visit or drug abuse problem.

4. The law further states that educators cannot be compelled by the school administration or other authorities to divulge the identity of any student who seeks drug abuse information.

B. Student Seeking Treatment from Medical Personnel for Drug Abuse Problems

1. Any young person, including those under eighteen years of age, may be treated by a physician for any form of drug abuse without his or her parent's consent. The treating physician is under no legal duty to inform the parents of any minor under his or her treatment for drug abuse.

2. Whenever a person seeks counseling or treatment for drug abuse from a physician, psychologist, hospital, or authorized drug abuse program, no criminal convictions may ensue from the contents of those sessions.

3. The law guarantees that any statement made by a person seeking help or any observation made by the one treating him or her is not admissible in court or in any other proceeding.

Issues which are essential to developing policy on confidentiality include:

- What are the State and local laws and how are they interpreted?
- Who is given confidentiality rights and under what circumstances?
- If school personnel are not included in confidentiality protection, what resources are available to students where confidentiality can be maintained?
- What are the precise confidentiality restrictions concerning parents, law enforcement, other school personnel?
- How do these restrictions and rights apply to student records?
- What methods will be taken to insure that students, school personnel, parents, and pertinent others are fully knowledgeable of policy?

Only by making the restrictions on confidentiality explicit and public can a school policy hope to foster positive relationships between students and school personnel and community agencies. In this very sensitive area of parent-school relations, no recommendations can be made to the individual community and school district. The extent of confidentiality must necessarily be a negotiated element in the policy. However, by openly disclosing the restrictions placed upon them by law, the school can then proceed to take responsibility for those areas of help which are within its realm and delegate to others those responsibilities which are not within the school's power to fulfill.

EDUCATION AND TRAINING ISSUES

POLICY GUIDELINE #6
GUIDELINES FOR SCHOOL SUBSTANCE EDUCATION PROGRAM AND CURRICULUM: LEVEL FOR SPECIFIC COURSE CONTENT AND GENERAL COURSE CONTENT

Of the schools which explored school substance education in their policies, virtually all recognized the need for a comprehensive program, one that would be community, family, and school-based and one that would provide both explicit substance education and more generally preventive measures such as values clarification and decision-making. The conference participants also clearly saw the appropriateness of providing teacher training so that teachers (who may not have received education in these skills during their academic training) would be better prepared to teach substance education and prevention courses. Most participants also realized the care which must be taken in selecting explicit drug information curricula: As one school put it, the information should be based on "true facts," highlighting a major problem of information which is biased or inaccurate (in either direction) and which can lead students to discount valid information because it is mixed with "scare tactics" or "pablum."

Two school districts created very explicit policies for substance education, replicated here as follows:

POLICY STATEMENT

Substance abuse education is integral to an overall substance abuse policy and should involve not only students but also teachers, parents, and community. Such education should include both explicit information and general preventive education. School-based education should be ongoing and cumulative, starting with age-appropriate curricula in elementary school and continuing through high school.

PROCEDURES

EXAMPLE 1: WATERFORD, MICHIGAN:

Areas of Concentration:

(1) Identification: Pharmacology
(2) Systemology: overt behavior changes -- (a) physiological and (b) psychological
(3) Legality: (a) legal aspects and (b) rights/responsibility
(4) Special emphasis should be given to Life Education rather than Substance Education

Special Focus:

(1) Decision Making
(2) Conflict resolution/problem solving
(3) Values - alternatives
(4) Philosophical perspectives
(5) Developmental process
(6) Role modeling - sharing of life experiences
(7) Trust - interpersonal reliance
(8) Peer evaluation/appreciation/negotiation
(9) Assessment of coping skills

Techniques:

(1) Didactic (teaching) methods
(2) Group/individual interactional models
(3) Role modeling - simulation - game techniques
(4) Audio/visual materials

Personnel:

(1) School personnel: administrative/counselors/teachers/specialists/supporting staff
(2) Parents: parent organizations
(3) Outside resources: major facets of service community (legal, medical, rehabilitation, civic, etc.)
(4) Students: peer counseling/Big Brother-Sister concept

EXAMPLE 2: CHEROKEE COUNTY, GEORGIA:

Guidance Goals for Curriculum: Grades 1-12

Priority Goal Areas
and
Developmental Goals

INTERPERSONAL EFFECTIVENESS	Human Relations Skills	Relating With Significant Others	Self Validation
	Trust and Intimacy Expressive and Assertive skills Affiliation and Acceptance	Parent Relationships Peer Relationships Teacher Relationships	Confidence Independence Identity
WORK AND LIFE SKILLS	Daily Living	Employability	Work and Leisure Environments
	Consumer Skills Civic and Community Responsibilities Home and Family Responsibilities	Employment Preparation skills Job-Seeking skills Occupational/ Educational	Work Expectations and Responsbility Recreation and Leisure Interest Work World Structure
LIFE CAREER PLANNING	Planning Skills	Educational Environment	Self Understanding
	Decision-making skills Values Clarification and Development Goal setting Responsibilities	Study/Learning Skills Participation/ Involvement Skills Basic Academic Skills	Self Appraisal Skills Abilities and Competency Development Personal Development Responsibility

Virtually all the conference participants felt that substance education should be ongoing and cumulative as part of the health and safety curriculum, beginning at the elementary school level. While they recognized that there will certainly be some students who are particularly "high risk" for substance use, they also realized that all students will be exposed to drugs and to the temptations of experimenting. As one school policy stated: "Most people think we are talking about a percentage of the population, but actually 100 percent of the kids are involved. They all make the decision whether to use drugs or not."

POLICY GUIDELINE # 7

IN-SERVICE TRAINING FOR TEACHERS, ADMINISTRATORS AND STAFF IN DRUG ABUSE PREVENTION EDUCATION: ORIENTATION TO POLICY AND PROCEDURES.

Seventy-five percent of the policies developed during the conferences called for some type of in-service training for school staff. The fact that the percentage is so high reflects both schools' recognition that staff orientation is essential to an effective program and that additional information in the field of drug abuse prevention education is sorely needed.

POLICY STATEMENT

School staff must be knowledgeable about the different aspects of substance use and abuse. To accomplish this goal, schools shall provide staff orientation and in-service training for teachers, administrators, and staff.

PROCEDURES

High on the list of perceived needs for in-service training were:

- Knowledge of symptomatology: identification of overt behavior symptoms, both psychological and physiological;
- Training in Pharmacology: acquaintance with types of drugs and drug classifications;
- Understanding of legal rights and responsibilities: pertaining to teachers, students, school, parents, and law enforcement;

- Training in values clarification: practice in decision-making, use of case studies, role modeling, etc.;
- Understanding of limits of confidentiality: definite lines of communication and extent of authority;
- Knowledge of referral systems, both internal and external: agencies available in community from local, state and federal levels; and
- Acquaintance with methods used when counseling students with social problems related to substance abuse.

While most schools recognized the need for in-service training, only a few detailed a plan for implementing such a program. The devised procedures are as follows:

EXAMPLE 1: DANVERS, MASSACHUSETTS:

IMPLEMENTATION OF IN-SERVICE GOALS

1. To provide time for in-service work.
   Option A: students be released one afternoon each week on the first four weeks of school so that teachers can attend workshops during normal school hours.
   Option B: have students report on the first Monday after Labor Day so that the first four days of the teacher work year can be devoted to workshops.
2. To provide time for the assembly of auxiliary staff at a time that would minimize inconvenience to the school operation. This is the time when auxiliary staff personnel would be oriented to the nature of drugs and their abuse.

EXAMPLE 2: JACKSON, MISSISSIPPI

EDUCATION AND TRAINING

The school system should provide education on drug abuse for teachers and administrators. This should be done through in-service training one afternoon for at least three (3) hours at the beginning of the school year.

The forum should contain:

1. A qualified educator;
2. A professional person, e.g. a person from the Jackson Mental Health Center or other community agency; and
3. A legal person, e.g. a law enforcement officer or other criminal justice representative.

The in-service training should provide teachers with street talk, causes of abuse, physical and psychological effects of drugs, alcohol and other controlled substances. The existing school policy and procedures should be explained. Teachers and administrators should be made aware of the community resources available. The central office shall set guidelines to insure that in-service training programs are ongoing throughout the year.

* * *

As can be seen from the two examples, conference participants did recognize the need to appropriate school time for teacher and staff training. Policies which call upon teachers and staff to "volunteer" for training and use exclusively their own time are not likely to succeed. However, within the limited period which can be taken from actual school hours, only the most basic training can be accomplished and conference participants may wish to recommend that schools institute some method of reward for teachers who become knowledgeable in preventive education techniques, detailed substance information, or counseling skills. Again, resources for obtaining this training will exist in the community and conference participants should determine where and how available these resources are. Policy Guideline #10 gives a list of possible agencies which may be able to provide training as well as other services.

POLICY GUIDELINE # 8

STUDENT ORGANIZATION ROLES AND CONTRIBUTIONS; PARTICIPATION IN POLICY DEVELOPMENT AND IMPLEMENTATION

Many of the conference participants commented openly on the aptitude, intelligence and maturity of the student participants. Students were always included as active participants in the policy development conferences, and most districts called for student members on the various review boards, conferences, policy review committees, etc. that were recommended as part of policy implementation. Most conference participants seemed to recognize that, were students not included in policy development and implementation, schools would be robbing themselves of one of their most valuable resources: the student population itself.

POLICY STATEMENT

Student participation is considered a valuable part of substance abuse policy development, implementation, and evaluation; and student representation on advisory and review boards is important to an integrated policy.

PROCEDURES

While specific roles which students and student organizations could assume in addition to representation on the various boards and committees were rarely delineated, a few policies did explicitly state that students should:

- participate in consultations between school administrator, counselor and alleged substance abuse violator;
- participate in selection of substance abuse curricula (i.e. help screen films and materials before presentation to student population);
- conduct community surveys;

- assist in preparing materials for presentation to parents and community;
- be trained as peer counselors and tutors;
- operate hot lines and information services; and
- participate in liaison work with community agencies.

There are a variety of ways in which students can participate in policy development and implementation, and student conference participants will undoubtedly have ideas of their own to suggest.

INTER-AGENCY LIAISON ISSUES

POLICY GUIDELINE #9

PROCEDURES FOR HANDLING SUBSTANCE-RELATED MEDICAL EMERGENCIES BY SCHOOL PERSONNEL

Conference participants agreed that usual procedural channels must be bypassed in a medical emergency: the first concern must be the student's immediate treatment. Policies on substance-related emergencies were not differentiated from policy on other medical emergencies, and districts should examine their existing procedures to determine what, if any, alterations are required. Policies should include an explicit list of available first aid people, nurses, physicians, and other qualified personnel. Most districts have procedures which include a file for each student, listing family physician, emergency phone number of parents, relatives, and neighbors, and any existing physical impairments, allergies, etc.

POLICY STATEMENT

In a medical emergency, the first concern must always be the student's welfare. Substance use emergencies shall not be differentiated from any other medical emergency. Any procedural or disciplinary issues shall be postponed until the student's immediate needs are treated.

PROCEDURES

In general, treatment during a medical emergency involved:

- Immediate call for ambulance;
- Contacting parents; and

- Contacting local hospital to describe symptoms, make arrangements for admission, and request report on student's condition.

One district stipulated that a person trained in emergency medical treatment be on staff in each school. Their policy and procedures are as follows:

JACKSON, MISSISSIPPI: MEDICAL EMERGENCIES

- There shall be within each school one or more persons who have completed training in emergency medical treatment;
- The school board attorney shall work out with each hospital a medical consent form for emergency treatment in the event a child is in need of such treatment and parents cannot be located;
- Prescription drugs should be taken only in school offices. Where a doctor prescribes for a student medicines to be taken in school, the school as well as the parents should be notified;
- It shall be the role of the school drug specialist in each school to remain familiar with all community agencies capable of providing assistance to students in need of drug information, counseling or treatment.
- The school drug counselor shall be available to the principal to recommend referral sources in the event the principal, in dealing with a problem, elects to require treatment in a community agency rather than other action.

* * *

Emergency access to a counsellor may also be desirable (i.e. psychologist), since substance-induced crises are sometimes more of a psychological emergency than a strictly medical one. Staff in-service training should include emergency medical training (EMT) on drug overdose for at least key staff.

POLICY GUIDELINE # 10

REFERRAL PROCEDURES FOR ACTUAL AND SUSPECTED DRUG ABUSE CASES AND ESTABLISHMENT OF WORKING RELATIONSHIPS WITH COMMUNITY AGENCIES FOR REFERRAL, CONSULTATION, AND ADVICE

Specific referral procedures were rarely delineated during the 20 conferences, perhaps because of the difficulties involved in working out mutual agreements or "contracts." However, granting the difficulty, one of the major purposes of the conference process is precisely to achieve these commitments between groups. Conference participants must come to the meeting prepared to bind their organizations into specific relationships.

POLICY STATEMENT

Because student substance abuse goes beyond the school district and is the responsibility of the community-at-large, schools and community agencies must work together to help students with substance abuse problems. The school administration shall foster liaison relationships with agencies in order to advise parents and students of those agencies which may provide assistance.

PROCEDURES

A few policies included lists of agencies which could be used as referrals. For example, Ohio listed:

For Crisis Help

- Hospital emergency clinics
- Crisis centers
- Mental health centers
- College health centers
- Local health departments
- Hotlines

For Counseling

- Family service agencies
- YMCA/YWCA
- Crisis centers
- Mental health centers
- Private psychiatrists
- Private psychologists
- Hotlines
- Child guidance centers
- Churches and church councils
- Physicians
- Juvenile courts
- Ohio Youth Commission (local offices)

Ohio's policy then went on to recognize that such a list should be only the beginning: school personnel would need to identify those agencies which could actually benefit the students, and would also need to have continuing contact with those agencies most likely to be involved when students have substance abuse problems.

Some of the schools specified a person (i.e. drug counselor) who should be knowledgeable of outside services and coordinate inter-agency efforts; however most left the wording as to whom would assume responsibility ambiguous, a tendency which must be strenuously resisted when writing procedure.

Referral procedures in particular should be as explicit and well-developed as possible. By definition, a referral indicates an already difficult situation because it involves a person who needs help asking for assistance from a person who cannot him/herself give it. If the referral procedures are vague or circular, the situation could become thoroughly frustrating.

A few of the suggested questions to ask about an agency being considered as a referral source are:

- What are the costs involved?
- What resources are available?
- What are the age limits?

- What are the criteria for help?
- When must the parents be notified?
- What is the attitude of those people who will be working with students toward other human beings in need, especially nonconformists?
- What is the agency's experience with drug-related problems?
- How is the staff trained?
- Does the agency handle long-term or short-term counseling?
- How quickly can the agency respond to an emergency referral?
- What are the philosophy, policy, and procedure of the agency?

One district approached the issue of inter-agency communication as follows:

DANVERS, MASSACHUSETTS: INTER-AGENCY LIAISON

Implementation:

1. Possible actions by school administrators when a student is identified wth a drug/alcohol abuse problem:
   - Recommendation for counseling
   - Suspension and recommendation for counseling
   - Referral to police for formal charge
   - If all other options have been attempted and the student has not taken advantage of the help offered, or has not responded to it, the school committee may move for his/her expulsion.

2. The principal shall discuss, with the student and parents, the available agencies for help, and make a recommendation.

3. Whether or not the police are notified, the principal will recommend that parents and the student seek counseling help.

4. The principal or agent will follow up on the recommendation to insure its implementation through the juvenile and safety officer.

5. A vehicle for inter-school communication between administration and student representation shall be established; i.e., monthly meetings with mutually agreed upon agendas.

6. The Health Education Department shall communicate the policy to local media.

7. Principals shall see to it that copies of the DRUG/ALCOHOL ABUSE POLICY HANDBOOK are distributed to every family, to the police and to all counseling agencies in our area.

8. The student council shall establish a monthly publication in which programs, special events, and information concerning school and community life are included.

* * *

School referral procedures, to be functional, should recommend the following:

- a specific staff person who would be in charge of referrals and act as an ongoing liaison with agencies;
- responsibilities which would fall under that staff person's jurisdiction;
- a way of publicizing to students, parents, school staffing, and community who the referral staff person will be; and
- specific methods by which referrals will be made.

If alternatives to suspension are truly to be implemented, referral procedures must reflect the same clarity and step-by-step specificity that are usually present in school suspension procedures.

POLICY GUIDELINE #11

ADMINISTRATIVE PROCEDURES AND GUIDELINES FOR WORKING WITH NON-SCHOOL AGENCIES AND PERSONNEL.

Applicable administrative procedures for working with non-school agencies and personnel can be found under Policy Guidelines #1 (Reporting and Handling), #2 (Due Process), #3 (Suspension), #5 (Confidentiality), #9 (Medical Emergencies), #10 (Referral), and #12 (Law Enforcement Interaction). General school policy will also contain administrative procedures which can be adapted to the substance abuse policy. Because clarity of purpose and procedure is a primary element in a successful policy, the applicable administrative procedures addressed under other guidelines should be synthesized and reproduced under this guideline.

POLICY STATEMENT

School administrations shall maintain liaison relationships with rehabilitation, treatment, judicial, law enforcement, and legislative agencies. To this end, procedures for working with non-school agencies and personnel shall be agreed upon between parties and detailed within the substance abuse policies.

PROCEDURES

As an example of administrative procedures, we will again cite from the Montgomery County, Maryland policy:

GUIDELINES FOR ADMINISTRATIVE PROCEDURES AND REGULATIONS

...The law regarding drug abuse is clear, and penalties are provided for conviction of violators. Members of the school community are subject to these laws on school grounds as well as off, and school personnel have the same responsibility as every other citizen to uphold the law. State law provides protection for information received or observations made by educators only during a drug counseling/student-information session. All incidents concerning possession, use or distribution of illegal drugs on school grounds will be reported to the principal. If the principal finds violations of the law, he/she will report this to the parents or guardian of the student and to appropriate law enforcement authorities. Students who distribute, possess, or use illegal drugs on school property will be suspended or expelled, subject to the same review procedures as those used in any other disciplinary action (MCPS Regulation 515-3).

When an educator comes into possession of a suspected drug, the material will be turned over to the principal who will contact the appropriate law enforcement agency.

When a suspected drug is in the possession of an educator, the following steps will be taken: The substance should be placed in an envelope or other container and labeled with the date, time and how obtained. Student's name should not be indicated when a suspected drug is acquired by an educator during a counseling/information-seeking conference. In all other instances where an educator comes into possession of drugs, the individual's name should be noted.

In the general classroom situation, teachers should not attempt to diagnose symptoms of drug abuse. Since it is difficult to determine such symptoms, it is suggested that if a student seems incapable of functioning properly in class, that student should be sent to the school health facility where school health referral procedures should be followed.

Teachers and all other employees of the school system are expected to convey by their actions, deeds, and teachings that they do not in any way encourage or condone drug abuse by students. Any proven illegal action relating to drugs by any school system employee continues to be grounds for immediate dismissal.

Publications and other printed matter which advocate the illegal use of drugs are prohibited from distribution on school property.

Visitors to schools are expected to register first with the school office. Persons found to be engaged in or advocating illegal activity while on school property will be reported by the principal to law enforcement authorities.

POLICY GUIDELINE #12

SPECIFIC PROCEDURES FOR COOPERATION BETWEEN SCHOOL PERSONNEL AND LAW ENFORCEMENT AGENCY PERSONNEL

While conference participants addressed the relationship between schools and law enforcement personnel in their policy statements, they provided almost no examples of procedure, and the relationship seemed to revolve mainly around the punitive issues explored in Policy Guidelines #1 and #2 rather than mutual education and guidance.

POLICY STATEMENT

There should be cooperation between the school system and law enforcement officers. This liaison should involve not only cooperation in any necessary punitive action but also exploration of potential education and counseling relationships.

PROCEDURES

One school stipulated that a person trained in law should be on school staff to advise officials on procedure. Policy and procedure statements should also clarify what is reportable and what is not, what legally must be reported and what need not be.

What emerged from the policies was the sense that conference participants did not realize the capacity for schools and law enforcement to work together in ways other than those involving law infractions.

There were no policy statements governing general or positive relations between schools and law enforcement agencies nor was a broad-based framework developed within which such a policy could be developed. While certain individuals had developed liaisons, and so were knowledgeable about the agencies, the policies and procedures did not address the extent of the law enforcement and criminal justice agencies' capabilities, limits, responsibility, or authority. These areas of criminal justice

should be investigated so that those resources which are available through the law enforcement agencies can be utilized. For example, where there are specific juvenile justice systems, they often have counseling and guidance available. Many law enforcement agencies also have youth programs, and they may be interested in developing programs in conjunction with the school district. It is important that law enforcement agencies and school districts have well planned procedures for handling crises, not only in drug-related situations but also in many other health and safety-related concerns.

POLICY GUIDELINE #13

PROCEDURES FOR COMMUNICATING SUBSTANCE ABUSE POLICIES AND PROGRAMS TO PARENTS AND COMMUNITY

There appeared to be confusion among conference participants regarding the differences between general mandates and specific procedures for communicating policies and programs to parents and community. Most schools expressed a positive attitude toward community, school and family responsibilities; however, the issue of how to bring everyone together in a cooperative effort remained largely unexplored.

POLICY STATEMENT

Widespread communication of the substance abuse policy is essential to its successful implementation. All involved persons and agencies (i.e. family, school staff, law enforcement, and community agencies) must be fully acquainted with the policy and procedures.

PROCEDURES

It cannot be emphasized enough how important it is for conference participants to state procedural issues explicitly. The goodwill and focused resolve which a conference evokes cannot be expected to endure unless verbal promises are translated into written agreements.

Procedural statements differ from policy statements in that a policy states what should be done and procedure explains how to accomplish the task at hand. For example, most conference participants called for publicity via local media, involvement of community via substance education programs, recreational activities for youth, community projects, surveying of available resources and education of citizenry. But very few took the necessary second step and speculated about how to accomplish these objectives or who would take responsibility.

One school policy did include quite specific procedures, as follows:

DANVERS, MASSACHUSETTS: COMMUNITY RELATIONS

Sub Goal: To promote a process of continuing communication, information and education among all members of the family.

Objectives:

1. To encourage the exploration of feelings, attitudes, values and beliefs.
2. To promote positive health attitudes.
3. To develop a curriculum which mandates student-parent interaction in order to achieve a desired teaching objective.
4. To notify parents and students about programs which may produce greater family sharing.
5. To familiarize families with existing resources geared to improve interaction and communicaton.

Implementation:

1. School administrators, curriculum coordinators, the Health Education Department, under the direction of the Superintendent, should insure that curriculum models are developed which encourage the exploration of feelings and attitudes.

2. The Council, in conjunction with existing social service agencies, shall be asked to sponsor seminars on communication in the family. A student government or health teacher shall appoint interested students.

3. Students shall approach community organizations in order to inform and to seek financial help in the performance of positive health attitudes through the media. Arrangements for such seminars will be the responsibility of Pupil Personnel Services, Student Government or Health Education Department.

4. The Health Education Department and Pupil Personnel Services shall see to it that prior notice goes home on media events which promote greater family sharing. Some significant events shall be advertised with public service announcements on radio or in the newspapers.

5. The school drug policy booklet shall include all community agencies and resources available to help the family improve communications.

* * *

While the Danvers statement focuses mainly on parents, attention should also be given to different community groups such as churches, athletic and social organizations, volunteer groups, etc.

The use of media (what sort/how often/by whom) should also be addressed. One conference recommended that liaison persons be appointed by the Advisory Board, representing the fields of education, law enforcement, judicial system, health, civic organizations, county commissioners and community-at-large to advocate and coordinate agency involvement. Such people could also be requested to act as speakers on occasion; and the availability of these speakers could be publicized.

POLICY GUIDELINE #14

ROLE OF ADVISORY COUNCIL IN SUBSTANCE ABUSE POLICY DEVELOPMENT, SCHOOL PROGRAM ESTABLISHMENT, AND POLICY REVIEW AS IT AFFECTS SCHOOL BOARD RESPONSIBILITIES

The creation of an Advisory Council was one of the primary goals of the conference process.

POLICY STATEMENT

An Advisory Council shall be formed of representatives from community, school, and law enforcement to act as advisors to the School Board on the developed substance abuse policy. While the responsibility for implementation shall always remain with the School Board, the Advisory Council shall act as an ongoing recommender of policy and a spur for changes.

PROCEDURES

While the role of the Advisory Council varied from district to district, most participants agreed that this committee's responsibility would be to:

- Continuously update available materials relating to substance abuse problems.
- Define the scope of the problem and continue to re-define as necessary.
- Distribute information to the community.
- Establish a specific policy (goals and objectives).
- Update yearly the goals of the committee.
- Study current policy (editing and revision).
- Compile all conference materials.
- Organize exchange of all advisory committees (City, State, and National levels) to obtain information and additional data.

Conference participants conceived that the Advisory Council would include representatves from each of the following populations:

- Student
- Teacher
- Counselor
- Administration Representative
- School Board Representative
- Medical Professional
- Mental Health Professional
- Religious Leader
- Legal and Judicial Systems Representative
- Civic Leader
- Business Leader
- Local Government Official
- Members at large

As an outgrowth of the conference, the Advisory Council carried implicit responsibilities for preparing the final policy draft and presenting it to the School Board. Perhaps because the Advisory Council was felt to be such an integral part of the conference, participants did not always give specific tasks which would be this Council's responsibility. As stated previously, participants should be aware that the enthusiasm generated by the conference does wane and only written policies and procedures will insure an ongoing effort. Tasks assigned to the Advisory Committee should be specific and focused.

POLICY GUIDELINE #15

REQUEST PROCEDURES FOR PERIODIC POLICY REVIEW AND REVISION BY SCHOOL, LAW ENFORCEMENT, COMMUNITY, STUDENT, AND PARENT ORGANIZATION AND GROUPS

The procedures under this guideline were assigned as one of the roles of the Advisory Council which would be composed of representatives of those groups listed in the guideline. The Advisory Council was designed to maintain periodic contact with the School Board and to update the policy as needed.

POLICY STATEMENT

In order to maintain responsiveness to the current situation, the approved substance abuse policy shall undergo periodic review by the Advisory Committee.

PROCEDURES

Specific procedures for review were left to the Advisory Council's discretion; however Section III: PROCESS ISSUES, Evaluation gives a guide on how to sample opinion on the success of the policy and how it might be improved.

SECTION III

PROCESS ISSUES

SECTION III: PROCESS ISSUES 73-103

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SECTION III:

PROCESS ISSUES

INTRODUCTION

If a policy is to have true widespread community support, it must be designed and built by all groups and individuals using or affected by it. Because schools and their administrators have so often been the scapegoats for community youth problems, they have reason to be apprehensive if the issue of substance abuse and the responsibility for developing a policy are placed entirely in their hands. It is therefore essential to emphasize the total community involvement aspects of this conference project in both the policy and the process issues.

In this section, we will examine the step-by-step process involved in developing and conducting a school/community conference which will place the problem of substance abuse in its proper perspective: a community problem which requires community action.

SUPERINTENDENT OF SCHOOLS AND ADMINISTRATION INVOLVEMENT

As stated in the Coordinator's guide, support from the Superintendent of Schools is critical to the successful development of a conference. If possible, the conference process should be initiated by the Superintendent or a designee, and certainly it must have his/her full support.

If possible during the initial stages of conference planning, the Superintendent should address members of the School Board and principals of the various schools, acquainting them of the conference design, soliciting their ideas and obtaining their support. The School Drug Abuse Policy Slide Guidelines Presentation, available through DEA on loan, is a useful tool in describing the concept of a policy conference.

It is very important that not only the Superintendent but also the School Board and principals support the conference. The School Board must endorse the policy before it can be implemented at all and the principals must accept the policy if it is to be implemented fully.

The Superintendent can also act as a support to the contact person in soliciting conference participation. Not only should the Superintendent be able to identify key persons, his or her active endorsement will also lend additional credibility to any request for participation.

The extent to which a Superintendent participates in conference development will, of course, depend upon a great many variables which cannot be generalized; however, in virtually all cases, the rule "more is better" is a good one to follow.

RESPONSIBILITIES OF THE CONTACT PERSON

The Coordinator's guide discussed the "essential" elements which must be considered in selecting a contact person. This person will have the responsibility for inviting necessary participants, enlisting skilled group leaders, securing the conference site, and arranging logistical supports.

One possible means of selecting the most appropriate contact person involves asking the Superintendent of Schools to prepare a list of suitable candidates (preferably professional and school staff and persons closely involved in school activities), then contacting critical persons for their opinions about the list (i.e. juvenile court judges, public defenders, district attorney, mayor, faculty, student body president, heads of major substance abuse programs, chief of police and sheriff, hospital administrator, mental health representatives, parents, etc.). The chosen contact person must have time available to devote to conference planning. The position is not ceremonial; the contact person must be prepared to invest a great deal of energy and time if the conference is to succeed.

ROLE OF THE INITIATORS: DEVELOPMENT OF A COMMITTEE

Having chosen the contact person, the initiators of the conference should then consult with that person to form a "core committee" which can give the contact person the necessary logistical support to insure a successful conference.

Depending upon time and resources, this committee which can be part of the group who will participate in the conference, can perform a number of background roles while the contact person is investigating potential conference members. The committee could develop materials for the conference such as:

- a summary of local and state laws and statutes relating to conference issues;
- information about the community substance abuse problem;
- simple needs assessments;
- brief descriptions of existing substance abuse programs;
- available counseling or special programs services; and
- an assessment of community sentiment.

VARIABLES TO TEST

In forming the master plan for a conference, many triggering mechanisms have been discovered which will indicate whether or not the community atmosphere predicts success. For example, one should determine what, if any, parental concern can be enlisted and to what degree it is presently being displayed. Ideally, parents should play an integral part in any pre-conference planning. A concerned parent alerted to an existing problem may well be the catalyst for a successful conference.

Initially, the conference organizers may find some resistance from long entrenched social or political agencies which may feel that the conference is invading their "professional turf." Rather than fight this attitude and become embroiled in the controversy, it would seem far better to include all such agencies

rather than generate professional jealousy.

If the educational system has not itself been part of the initiating process, it can be involved by giving the Superintendent assurance that a well structured, comprehensive School Substance Abuse Policy developed in such a conference setting will provide a community answer to what needs to be recognized as a community problem. By approaching the Superintendent in this way, initiators can assure the Superintendent that his/her participation will show the current administration to be "on top of the problem" rather than ducking the issues. The Superintendent, in turn, can suggest to his/her personnel that their roles and responsibilities will be clarified by this procedure and their rights and duties clearly defined.

Each school system and community must be considered unique. Variations in geographic location, ethnic background or religious affiliation must all be considered. The contact person and initiating committee must recognize that there are a great many variables to be considered in testing a particular area or population for its acceptance of a Substance Abuse Policy. For example, increasing or decreasing school enrollment and its effect on the student population, parents, and teachers may itself be a factor in conference success.

CONFERENCE TIMING

It is well known among conference Coordinators that there are certain times during which conferences should not be planned: periods just prior to Christmas, near Easter vacation, prior to income tax duedates, at the beginning of summer vacation, and towards the beginning of school. Other times which may hinder attendance of school personnel include the two weeks before mid-term grades and final exams. Generally, the best months to hold conferences are mid-September through mid-November and mid-March through mid-May.

The conference ordinarily should not be scheduled with less than three months lead time. Exceptional problems, requirements,

and highly efficient personnel can of course bring off a conference in less time.

LOGISTICS AND SUPPORT

The simple logistics of the conference can strongly influence whether the conference attendees will write a useful policy or whether the conference deteriorates into a gathering of individuals who simply swap ideas and opinions for two days.

LOCATION: One common characteristic of successful conferences was that they were convened in a school building. Sixty-seven percent of the conferences which produced completed policy were convened in school buildings, and only one did not result in an officially adopted policy.

While a school building generally can provide adequate space, secretarial time, typewriters and other necessary equipment, there is no magic aura in the building itself. However, the critical variable, we believe, is the message of commitment to the conference by the school administration. By providing space, staff, equipment and lunch, the school administration has directly affirmed: "this conference is important." The feeling of affirmation is easily transferred to the participants themselves. Participants will be more willing to become involved knowing that what they produce will, in all likelihood, actually be used by those who need it. The contact person must at all times emphasize the task-orientation of the conference, as a gentle dissuader to those who may be interested in listening but not actively participating.

Whatever conference site is selected, it should have readily available the following:

1. One room large enough and comfortable enough to accomodate all participants;
2. Three or four smaller rooms which will accomodate six to ten participants each;

3. An area convenient to the meeting room where one or more typists can type the products of the conference as they are completed;
4. Copying equipment so that the completed drafts can be reproduced immediately for distribution to all participants; and
5. Staff or student typists and messengers who can produce and carry to participants typed draft policy and procedure statements for review and revision.

PARTICIPANT SELECTION

After the initial work of establishing a solid rationale for a commitment to the conference, care must be taken in selecting the specific individuals to be invited. The contact person may conduct the selection process alone or may convene a small select committee representing a cross-section of the community which would, in turn, identify the necessary individuals and organizations of the community-at-large.

In previous conferences, the average number of participants was approximately 40, though some conferences have included as many as 73 persons. Typical conferences consisted of 13 community persons, 10 school administrators, 11 students, 4 teachers, and 4 criminal justice personnel.

Although we have stated this in the Coordinator's guide, we re-emphasize here that the contact person or invitation committee should keep in mind these essential attributes:

- Participants should have a firm belief in community responsibility, integrity and accountability. This will insure that sound, realistic options and alternatives for youth and youth systems are discussed during the conference.

- Participants should be willing and prepared to work toward achieving the conference goals over an extended period of time. The complete process, from initiating a conference to policy implementation may well take a full year.

- Participants should be willing and able to bind their respective organizations to policy agreements.

- Participants should reflect all pertinent community perspectives, including
  1. School personnel: administrators, teachers, and non-professional staff;
  2. Law Enforcement personnel: school security and juvenile police;
  3. Judicial personnel: juvenile court judges, probation staff, prosecutors, and court diversion or alternative program personnel;
  4. Municipal Leaders: directors of municipal youth programs and civic organizations;
  5. Business leaders: members of the Chamber of Commerce and representatives of business and fraternal organizations;
  6. Religious leaders;
  7. Medical personnel from the schools and local hospitals and clinics;
  8. Representatives and staff of youth counseling and activity programs: mental health personnel, YMCA, etc.;
  9. Parents; and
  10. Students

PARTICIPANT ROLES

In the previous conferences, certain roles were identified as central to conference success:

- The amount and kind of administrative support the Superintendent lent to the conference was critical;

- Principals' attendance at the conference was essential for unless the principals were invested in the conference process, the policy stood a good chance of not being fully implemented;

- The school attorney was crucial to interpret "in loco parentis," confidentiality, and liability issues;

- The prosecutor's office was invaluable in constructing mutually agreed upon definitions, as well as in explaining those areas that are subject to the prosecutor's discretion;

- The local judge could state what kinds of issues would go to which court, what kinds of treatment differing offenses were likely to receive, etc.; and

- Students provided the vitality and creativity that generated participant interest and explained the students views and attitudes toward the problem.

CONFERENCE DESIGN

Those who will design the conference must plan it in accordance with community size, location, culture, etc.; and must understand the applicable laws, regulations and ordinances (including knowing about existing formal policies and informal procedures). Because state and local laws and ordinances relating to substance issues (possession, sale, use, etc.) and interpretations of such issues as "confidentiality," parental consent to treatment, search and seizure, teacher's liability, etc. vary from community to community, those who design the conference must be aware of applicable regulations and laws.

Each community has its own characteristics with special distinctions existing between urban, suburban, rural communities and resort communities. The educational structure, the political and authority structure, the resources available, the needs of different community factors (business, parents, police, etc.) all reflect the types of considerations that should be made in design development. Knowledge of existing policies, their current usefulness, and the awareness of such policies by community persons reflect important considerations.

The review of previous conferences indicated that urban and rural communities could often be differentiated by their initial knowledge of resources available in substance education. With the urban communities, conference group leaders acted more actively as facilitators, focusing the group on task, clarifying and mobilizing existing resources, and insuring that individuals were heard. In rural communities, group leaders functioned more as resources to the participants, informing them of recent developments in curriculum and law, and assisting them in locating resources.

Resort communities also present unique characteristics with their seasonal changes in population. The presence of an unusual "party atmosphere" during certain months in these communities created special problems which were often translated into sharply defined political lines, particularly since the "party atmosphere" also constituted the "life blood" of most resort communites. This, then, became the background and context for every community issue, including the process of school substance abuse policy development. Understandably, resort communities tend to place heavy emphasis on community education.

Whether the conference design will focus on the single issue of development of a substance abuse policy or take the broader approach of 'school violence and disruption" and related issues will depend on an accurate determination of community/school need(s). Some communities focused their policy on alcohol and drugs, others drugs alone, and others implemented a "broad brush" approach depending on the prevailing community understanding of the problem(s). A distinct advantage of the overall conference design lies in its adaptability to any problem under the rubric of illegal activity on school grounds.

SUGGESTED CONFERENCE FORMAT

The conference format which follows proved to be a product-producing process at the 20 conferences. Reports received from the communities which participated in the conferences indicated that the format was sound and effective in accomplishing the conference objectives. An interesting and important fact is that responses from conference participants showed little, if any, concern about problems relating to actual conference format. Rather, they focused on the factors that influence the design and act as the foundation upon which it is built (i.e. site, participants, focus, knowledge of the community, etc.).

SCHOOL DRUG ABUSE POLICY DEVELOPMENT CONFERENCE FORMAT

DAY ONE

8:30 - 9:30: OPENING

- Introduction of staff and all participants.
- Overview of conference goals, tasks, and procedures.
- Fill out evaluation form (what individual expects to gain from conference), collect and collate data.

9:30 - 10:30: PLENARY SESSION

- Identify existing practices regarding school-related substance abuse (prepared reports read by school, enforcement court, and community resources).

10:30 - 10:45 BREAK

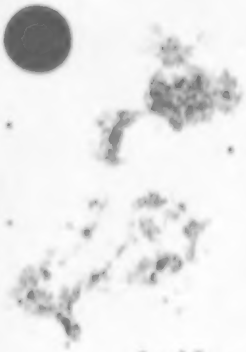
10:45 - 12:00: MIXED GROUPS

- Groups divide into the four categories: school personnel, criminal justice, students, and community resources.
- Identify present problem areas (from each perspective) and what outcomes relative to these problems are expected from the conference.
- Recorder will be appointed, data organized into major working areas, and feedback given to plenary session.

12:00 - 1:00 LUNCH

1:00 - 1:45 PLENARY SESSION

- Reports from morning group are read; during this time, conference leaders organize the material into three topical areas:



Rights and Responsibilities
Training and Education
Community/School Liaison

- Mixed discipline groups are formed assuring equal representation; morning groups will meet to determine allocation of personnel to new groups.

1:45 - 3:00 MIXED GROUPS

- Identify all the elements necessary for a comprehensive school substance abuse policy.
- Finalize agenda and, if time allows, begin writing.

3:00 - 3:13 BREAK

3:15 - 4:00 PLENARY SESSION

- Groups report data to plenary session.
- Discussion of items.
- Reports are typed, copied and distributed on following morning.

4:00 - 4:15 CLOSURE

- Assessment of Progress, Feedback, Evaluation Data and Future Direction.

.....

DAY TWO

8:30 - 8:45 OPENING

- Identify new participants.
- Assignment of tasks.

9:15 - 12:00 DRAFTING GROUPS

- Groups will draft specific policy statements and feed them to typists as drafted, who will maintain three separate lists.

12:00 - 1:00 LUNCH

1:00 - 2:30 DRAFTING GROUPS

- Committees continue to develop and revise.
- Synchronize schedules and reallocate tasks if necessary.
- Preamble committee appointed - one member from each group to draft a preface/preamble to policy that will both indicate its purpose and capture the spirit in which it was written.
- Staff will select two members from each group to meet as a nominating committee; they will draft a steering committee whose purpose will be to finalize the document and oversee it through Board approval; then the steering committee will meet and set their procedures and the date for their first meeting.

2:30 - 3:00 BREAK

- All drafts copied and disseminated.

3:00 - 4:00 PLENARY SESSION

- Participants must reclaim their evaluation form. Were expectations realized?
- Group will review data and entertain questions - not commentary!
- Steering Committee members are announced.
- Complete evaluation forms.
- Superintendent or designee presents certificates of participation.

4:00 - 4:15 CLOSURE

- Closing Remarks.

* * *

TASK DELINEATION FOR SMALL GROUPS

I. Rights and Responsibilities should address the following issues:

- What should a student, faculty member, administrator do in the case of:
  - a) suspected use and known use?
  - b) suspected possession and known possession?
  - c) suspected sales and known sales?
- What are the rights and due process accorded students in these situations?
- What liabilities do students, faculty members and administrators incur by being involved in the above situations?

Policy components 1, 2, 3, 4, and 5 should be covered.

II. Education and Training should address the following issues:
- What should the goal of a drug education program be?
- What should the curriculum contain?
- What kind of drug specific information, if any, should be available to teachers in regard to orientation to new policy as well as generic drug education?
- Who are the best people to teach both of the above?
- Define the role of student organizations in this process.
- What counseling provisions should be made available including alternative schools or in-house suspension?

Components 6, 7, and 8 should be addressed.

III. Inter-Agency Liaison group should address the following issues:
- Define the role of community resources and the communication procedures for utilizing those resources.
- Define the role and function of an advisory council.
- Explicate communication and implementation of the policy.
- Define procedures for medical emergencies.

These issues will cover components 9 through 15.

* * *

The format itself allows for the inevitable "hashing out" of agency and role stereotypes between participants while attending to the task at hand. By describing the existing problem and the current practices of the various disciplines, there is an immediate sharing of important information which, most often, leads to discovery by each respective discipline of policies, procedures and constraints previously unknown or little understood.

By grouping cross-disciplines into the three topical areas of "Rights and Responsibilities," "Training and Education," and "Community/School Liaison," the various problems and needs can easily and directly be addressed. The remaining design structure continues to allow for open dialogue among participants and demands mutually attained agreements on policy statements. A consistently stimulating effect of the design is its ability to achieve ongoing cross fertilization of ideas and, by "mutual give and take," to establish guidelines that adequately consider each respective discipline and its formal and informal methods of practicing particular role functions.

Often cited strengths of the design made by participants were:

- The task oriented focus required participant concentration on the major issues at hand;
- Group Leaders were "task drivers" but gave no impression of presenting themselves as "knowing all;"
- The mixed grouping of persons from varied disciplines achieved a positive result which was, generally, not anticipated as a major objective of the conference (i.e. growth of mutual respect and understanding which opened doors to healthy working relationships in relation to other problem areas); and
- The limitation of time and the demands of the tasks tended to disallow the dominance of the conference by any one person who brought to the conference a particular personal view.

CONFERENCE TIME CONSTRAINTS AND PRIORITIES

In virtually all instances, conference participants felt that two days was too short a time to address the multiple issues in creating a comprehensive substance abuse policy. On the average, the conferences addressed only nine of the 15 guideline issues; and participants felt that time constraints forced them to choose items to address.

One possible way of easing the time crunch, as suggested earlier in this Section, would be to prepare materials in advance concerning such crucial information as: legal statutes, interpretive variations, resources available, background on local substance abuse problems, medical information, etc. By having this information readily available or, if possible, having it before the conference opens, participants can avoid detours and focus more readily on task.

Similarly, by sending a task outline, issues sheet, or list of pertinent questions to conference participants before the conference begins, conference planners may be able to spur preliminary thinking which can then be focused once the conference convenes. For example, the questions included in the CONFERENCE FORMAT: TASK DELINEATION FOR SMALL GROUPS could be revised as needed and distributed to participants.

However, it should <u>not</u> be expected that all participants will have read, or even if read, have comprehended all the material provided. Clear summaries, verbal or written, will have to be prepared. This means that the conference leadership <u>must</u> understand the total conference format, objectives and process. Advance preparation by these people is essential, even to the extent of a "dry run" with other staff.

PRE-CONFERENCE PUBLICITY

Publicizing the conference may or may not be appropriate depending upon the individual community atmosphere. Conference planners should assess community sentiment and the likelihood of adverse reactions should the conference be publicized.

Even in communities where opposition to the conference idea is not expected, press releases should focus on the generic nature of the issues rather than highlighting the substance abuse aspects and risking sensationalism. Substance abuse is a highly controversial subject which crosses religious, ethical, legal and political lines: a press release or article slanted in a provocative manner could be very disruptive to the conference and the implementation of any developed policy.

If, however, it is determined that publicity will be beneficial, a number of methods can be explored:

- A series of articles in the local newspaper (again, the writing must be objective and the focus generic);
- Publishing of any surveys conducted on attitudes, prevalence, trends, etc.;
- Interviews of Superintendent and contact person on local television;
- Letters to the editor;
- Speaker presentations to local interest groups; and
- Publicity in local media via the mayor's office, local senator, congressman, town council, etc.

USE OF CONSULTANTS

The use of outside consultants in the conference process is not always necessary. As a community concern, the conference can often be successful if it remains entirely a community effort. Most communities will have all the resources they need (including trained group leaders/facilitators); however, if outside assistance is desired or necessary, there are at least three sources of consultants for such conferences:

- PYRAMID Project
  National Institute on Drug Abuse
  Pacific Institute for Research and Evaluation
  3746 Mt. Diablo Blvd. Suite 200
  Lafayette, California 94549
- Single State Agencies (see resource list)
- Departments of Education
  (the most useful consultants are those who have information or experience in developing policy or administering policies such as the ones described).

If consultants are to be used, their aid must be solicited very early in the process of conference preparations. Further, they must be provided with the conference agenda, materials,

objectives and specific roles. Most of the persons in this field who can provide valuable expertise and insight have heavy schedules of commitments and so it is important to arrange their participation very early in the planning. It is also important that consultants be aware of the purposes and processes of the conference. If they have "other agendas," or are inexperienced in producing a "product" (the policy) because they are too "process oriented," they will not be an asset to the conference.

REFERENCE MATERIALS

Prior to the conference and in consultation with the various participants, specific reference books useful to the conference can be obtained and made available on a table or book shelf.

STEERING COMMITTEE/ADVISORY COUNCIL

The steering committee appointed at the conference will take the conference product (the draft policy) and shape it into a final draft which can be presented to the School Board after adding agreed-upon procedures and cross-referencing existing procedure as necessary. Therefore, the composition and timing of this committee is critical to the successful completion of the policy. Composed of conference members, the committee should include a cross-section of all ages and be professionally and ethnically diverse. These persons must be willing to devote the long hours necessary to mold a draft into a policy. Where the steering committee has been haphazardly constructed, given ambiguous directions, or is subject to poor leadership, policies have either not emerged or have not been comprehensive.

In establishing the committee, a specific time should be set for its initial meeting at the conference. In this way the momentum of the conference will not be lost and participant energy will be channeled toward School Board approval of the policy.

The steering committee will become the Advisory Council once the policy is approved. The tasks with which this ongoing Council will then be charged include:

- Continuous updating of the materials pertinent to the issues;
- Definition (and redefinition) of the problem (scope);
- Distribution of information to the community;
- Establishment of a specific policy (goals and objectives);
- Updating yearly of committee goals;
- Continuing study of current policy;
- Compilation of all conference materials; and
- Exchange of information with other advisory committees (through City, State, and National levels) to obtain information and additional data.

PUBLICIZING THE POLICY

Once the policy is School Board approved (not before formal acceptance is given), the policy should be well and openly publicized. In particular:

- Students, parents, teachers, and school staff should each receive a copy of the completed policy;
- All pertinent agencies and law enforcement should receive policies;
- The community should be informed via radio, newspaper, etc. and given directions on how to obtain a copy if desired; and
- All conference participants should receive copies of the policy.

The completed substance abuse policy should become a public document which acquaints all community members with the responsibilities and limitations of the various participating groups.

Further, the Superintendent or a designee should then meet with the school principals to discuss the policy and its implementation in each school. Principals should then meet with their own staffs, and teachers should meet with students (or a general assembly can be called).

The public nature of this document is one of the principles on which it will work. The policy can only be implemented if everyone concerned knows about it and expects certain procedures to be followed and resources to be available.

EVALUATING THE POLICY

One of the functions of the ongoing Advisory Council will be to update the policy as required. This evaluation is essential if a policy is to continue to meet community needs. Regular meetings, perhaps on a twice-yearly basis, should be scheduled.

We have included on the following pages a sample questionnaire and description of how to conduct a simple evaluation so that the community can be assessed for its reaction to the substance abuse policy.

EVALUATION: MONITORING THE IMPLEMENTATION OF A SCHOOL DRUG POLICY

Assuming that a policy will address the 15 Policy and Procedure issues detailed in Section II, the follow-up monitoring should periodically sample concerned parties to see if they have had contact with any situation relating to the policy and, if so, whether that contact has indicated that the policy and procedures have been effective; to what degree were they effective; and to what extent would a deviation from policy and/or a change in procedure be viewed as better, the same, or worse than if the policy had been followed. This survey should answer the needs of the Advisory Board which is responsible for periodic review of the policy and procedures, and which will provide the data and analysis to the School Board and staff.

It is important to keep the amount of data collected to a reasonable limit. Too much data either involves wasting much of it or being unable to afford to extract the information which has been collected. The size of the sample and the size of the instrument will both affect the cost of the monitoring.

Feedback is an essential component of the monitoring system. All the participants in the survey should receive at least simple tallies. This is an important, natural kind of reward for past participation, and a stimulus to future participation. Monitoring should help the involved parties to understand what is effective and ineffective about policy implementation and how the policy or its implementation can be revised to make significant improvements.

Once having defined the sample, it is important to try to get a high percentage of representation. If, for example, data is being collected from 20 students selected at random as one strata of the sample, one must be concerned if 25% or more of the students fail to participate. Such a circumstance would reflect a significant bias.

WHO ARE THE SPECIAL PARTICIPANTS TO BE SURVEYED? (No single list will apply to all contexts, and this one attempts to have maximum breadth, assuming that any school or school system will scale it down to their needs and will add in any missing elements.)

a. School Board members;
b. The Superintendent, and any members of his/her staff who are particularly responsible for the implementation of a particular phase of the policy, such as Head of School Security, the Attorney of the Board of Education, etc.;
c. Principals and relevant staff members of schools involved;
d. Teachers of schools involved;
e. Counselors of schools involved;
f. Other types of workers at schools involved;

g. Students at schools involved; and

h. Parents of students at schools involved.

Even when an instrument indicates that something especially good or bad is taking place (or something is failing to occur), the instrument often does not by itself clearly indicate the nature of the situation. It is usually valuable to check the indications provided by the formal monitoring with observation, discussions, interviews (formal or informal), and other means of collecting collateral data through formal monitoring. Some of this can take place through the formal feedback process and discussions, but other ways to get at collateral data will suggest themselves according to the nature of the results of the formal monitoring.

If the efforts of a school system to deal with substance abuse in a fair and effective manner are to succeed, they need revitalizing to keep it alive and strong. If it is worth doing, it is worth doing well, and this requires a monitoring effort.

The following pages will detail two survey items for a simple form of monitoring instrument. It is assumed that the school district has limited facilities for statistical analysis. Districts with more sophisticated research resources may wish to develop more elaborate instruments. Any instrument should be specifically tailored to the nature of the particular substance abuse policy and goals.

SAMPLE PARENT AND STUDENT SURVEY INSTRUMENT
INTRODUCTORY LETTER

As you may be aware, the School Board of the School District adopted a new (or newly revised) policy and procedure regarding substance abuse on school property. The purpose of this policy is to deal with the problem of substance abuse so that:

(1) it does not get out of control and disrupt the quality of education, and

(2) it is handled in a fair, just manner that is supportive and helping, and punishment is employed only when absolutely necessary.

(A summary of the policy goals should reflect the actual goals of the School District.)

The purpose of this survey is to contact persons associated with the school district--including employees, students and parents--to obtain information on the substance abuse problem and how well the policy and procedure is working in dealing with substance abuse. The information that you provide in this questionnaire will be kept strictly confidential. It will not be included in any record, official or unofficial. The information you provide will help us to do a better job. Whether you are a student, parent, teacher, counselor, or otherwise involved with the schools, your perspective is important in helping us to know what is working well and what is working poorly. Please fill out the following questionnaire as accurately as you can and turn it in at _____ . Thank you for your help.

QUESTIONNAIRE

1. The Policy as a Whole — Codes

1. Before seeing this questionnaire, were you aware that the School District had a substance abuse policy? (Check one)

Yes (1) No (2) (n)

If you answered "yes", please continue with question two.

If you answered no, please skip to question 4.

2. Do you think that the substance abuse policy is doing a good job in helping to control substance abuse in the School District:

Yes (1) No (2) (n)

Please explain why you answered as you did.

_____

_____

_____

3. Do you think that persons who are discovered to be involved with abuse of drugs at school have been dealt with fairly and justly since the adoption of the substance abuse policy?

Yes ____(1) No ____(2) (n)____

Please explain why you answered as you did.

_____

_____

_____

Codes

2. Policy Components and Procedures

For each of the following areas, indicate whether you think that the present activities of the school district implementing the substance abuse policy are effectively addressing the needs of the students, teachers and other involved persons.
(After each multiple choice question, space is provided for you to discuss your answer, if you wish.)

4. During the past semester, how well have the school personnel dealt with the problem of reporting actual or suspected illegal substance activities? (Choose one)

Well ____(1) Average ____(2) (n)____
Poorly ____(3) No opinion __(4)
I have no information on this ____(5)

_____

_____

_____

5. During the past semester, how well have students rights been protected by use of due process safeguards?

(Choose one)

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this _____(5) (n) _____

6. During the past semester, how well has the school handled the suspension or expulsion of students with serious substance abuse problems? (Choose one)

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this _____(5) (n) _____

7. During the past semester, how well has the school system dealt with the problem of staff who have not complied with the school substance abuse policy?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

8. During the past semester, how well have the school's courses presented information and understanding to help students and others deal with substance abuse?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

9. During the past semester, how well has the school made use of input from student groups, such as

the student members of the substance abuse Advisory Council or the student council of the High School, in the implementation of the substance abuse policy?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

10. During the past semester, how well has the school dealt with the confidentiality of communications regarding substance abuse between students and counselors, students and teachers, or students and administrators?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

11. During the past semester, how well has the school handled substance related medical emergencies?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

12. During the past semester, how well has the school handled the referral of students with substance related problems to agencies that can give them help?

Well _____ (1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

13. During the past semester, how well has the school communicated its substance abuse policies and procedures to the parents of students and to the community?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

_____

_____

_____

14. Your name _____

15. Relationship to school district (mark each one yes or no, depending on whether it describes you or not).

		Yes	No		
a.	School Board Member..	___(1)	__(2)	(n)	_____
b.	Administrator.....	___(1)	__(2)	(n)	_____
c.	Staff.....	___(1)	__(2)	(n)	_____
d.	Teacher.....	___(1)	__(2)	(n)	_____
e.	Counselor.....	___(1)	__(2)	(n)	_____
f.	Nurse.....	___(1)	__(2)	(n)	_____
g.	Security Person.....	___(1)	__(2)	(n)	_____
h.	Custodial Person.....	___(1)	__(2)	(n)	_____
i.	Parent.....	___(1)	__(2)	(n)	_____
j.	Student.....	___(1)	__(2)	(n)	_____
k.	Other.....	___(1)	__(2)	(n)	_____

Please explain _____

_____

(Thank you for completing this questionnaire. We will provide you the results of this survey as quickly as we can.)

* * *

The following questions can be added to the previous instrument when sampling School Board, Administration Staff and Faculty.

Codes

1. During the past semester, how well has the school system provided effective in-service training for teachers, administrators, and staff in the area of substance abuse prevention, education and counseling?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

_____

_____

_____

2. During the past semester, how well has the school system performed in terms of establishing working relationships with community substance abuse agencies and in terms of making effective referrals to these agencies of students with substance abuse problems?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

_____

_____

_____

3. During the past semester, how effective has the school system been in implementing procedures and guidelines for working cooperatively with non-school agencies and personnel with regard to the substance abuse problem?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

_____

_____

_____

4. During the past semester, how successful has the school system been in developing cooperation with law enforcement agency personnel?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

_____

5. During the past semester, how effectively has the school system communicated its substance abuse policies and programs to parents and to the community?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

6. During the past semester, how effective has the Advisory Council on substance abuse been in supporting the School Board in terms of policy development and of policy implementation?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ___(5) (n) _____

7. During the past semester, how effectively has the school system been in soliciting input from school, law enforcement, community, student and parent groups regarding the substance abuse policies and practices and their need for revision?

Well _____(1) Average _____(2)
Poorly _____(3) No Opinion _____(4)
I have no information on this ____(5) (n) _____

To conclude this discussion of monitoring the implementation of the school substance abuse policy, the following are a few observations on simple research techniques.

1. Instrument Construction: The instrument illustrated is designed for simple coding and entry into a data processing system. The structured questions each have a number associated with the alternative responses. These questions are each followed by an entry in the "Codes" column, which permits the code number of the response to be copied in the coding column. After these codes have been copied, data conversion into a digital format can be done directly from the questionnaire, precluding the need for a separate coding sheet. This is designed to simplify the data conversion process, reduce the number of errors, and reduce costs.

2. Data Conversion: As noted in the previous paragraph, the instrument is designed for some type of automated data analysis. This could involve a computer with a simple statistical package, or even a card sort machine. Although the small number of items could be handled by a calculator, assuming that the number of persons being surveyed is small (e.g., less than 100); data processing, if available, should reduce the cost of data analysis and improve the accuracy of the computations.

3. Selection of the Sample: It is assumed that certain categories of persons will be totally included in any sample--for example, all the members of the School Board, all of the members of the Advisory Council on Substance Abuse, all principals, etc. In addition to these "necessary" groups, it will be advisable to sample other groups on a selective basis. One might, for example, decide to include 50 students, 25 teachers, 10 counselors, etc. For each group to be selectively sampled, it is important to employ random sampling in order to prevent systematic biases from entering into the sampling process.

Random sampling is accomplished by ordering each group to be sampled in the form of a list and assigning a number to each member of the list. For example, a list of two thousand students

could be assigned numbers from 1 to 2,000. Then one obtains a copy of a random numbers table (found in almost every statistics text, and on some calculators) and draws a sequence of random numbers. Each time a number coincides with the number assigned to an unchosen person, that person is added to the sample.

4. Statistical Analysis: Once the data are collected and converted, the last phase involves the analysis and interpretation of the data in order to produce findings. Since these data are being collected over time, there are sophisticated analyses that can be performed such as time series analysis. This brief exposition cannot explain such procedures. It is assumed that most school districts which wish to carry out such analyses can find knowledgable individuals on their own staffs, or on the faculties of nearby colleges or universities.

For those school districts which wish to perform simple analyses and interpretations, we recommend the use of simple descriptive statistics. One can, especially with the help of data processing, produce frequency counts for each of the questions (e.g., how many persons said "yes" and how many said "no" on question one). One can also calculate means and/or medians, using the formulae provided in the simplest books on statistics. One can also plot the data on graphs (i.e. bar graphs). Any one of these techniques used alone or in conjunction with the others will help the persons doing the monitoring to see patterns in the data for any given point in time; and also will help in making comparisons between different data collection periods. One can go a long way with such simple descriptive statistics towards understanding one's data, without having to become involved with technically demanding analytic statistics and statistical tests.

CONCLUSION

Conference initiators must calculate carefully the disposition of the community before holding a conference. We have throughout this kit stressed the elements essential to a school substance abuse policy development conference. We have also emphasized repeatedly the importance of key people, particularly the active participation of the Superintendent of Schools, and the need for intensive conference task orientation and planning.

We do not, however, wish to discourage interested communities from attempting a conference simply because all conditions do not seem ideal or do not match what we have set forth as guidelines in this Technical Assistance Kit. As we have stated, every community is unique and the models we have proposed are meant as guides, not as rules. A successful conference and the effective development of a substance abuse policy demand not only planning but creativity. It is important, therefore, that conference initiators infuse their own ideas and judgments into the concepts described within the kit. For each individual community, some of the guidelines will be more appropriate than others: We recognize this and hope that those who use the kit will also.

As communities become larger, they tend also to become more fragmented. Only by bringing together the different agencies, disciplines, and orientations within a community can one hope to achieve an integrated perspective and a communal effort to reach a goal. The conference process itself works toward this end, and, by the very fact of its being conducted, a conference will change participants' orientations, focusing them on mutual efforts and unity of goals.

The rewards to be gained by using the multi-disciplinary conference process to create a school and community substance abuse policy go far beyond the actual development and implementation of a useful policy. The rewards extend to an increased understanding and mutual respect both within and across disciplines. The conference can work to integrate community re-

sources with those who can benefit from the resources. The conference will also foster a general appreciation for differences of perspective along with the knowledge that everyone is working toward a common goal. Even if the conference does not culminate in an implemented policy, the process itself will help to create an atmosphere conducive to multi-disciplinary policy development. A second effort at a later date may well succeed because the first effort set the wheels in motion.

The importance of a community approach to youthful substance abuse cannot be too strongly stressed. Of equal importance is a responsive and clearly delineated substance abuse policy and procedure. The conference process can be the impetus which will eventually create this multi-disciplinary policy.